



United States Department of State

United States Participation in the United Nations



A Report by the
President to Congress

**United States
Participation
in the United Nations**

**Report by the President
to the Congress
for the year 1996**

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Acronyms and Short Forms

ACABQ	Advisory Committee on Administrative and Budgetary Questions
ACC	Administrative Committee on Coordination
ASEAN	Association of South East Asian Nations
C-24	Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples
CD	Conference on Disarmament
CEDAW	Committee on the Elimination of Discrimination Against Women
CIS	Commonwealth of Independent States
COPUOS	Committee on the Peaceful Uses of Outer Space
CSD	Commission on Sustainable Development
CSW	Commission on the Status of Women
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECLAC	Economic Commission for Latin America and the Caribbean
ECOSOC	Economic and Social Council
ESCAP	Economic and Social Commission for Asia and the Pacific
ESCWA	Economic and Social Commission for Western Asia
EU	European Union
FAO	Food and Agriculture Organization
G-7	Group of 7
G-77	Group of 77
Habitat	UN Center for Human Settlements
IAEA	International Atomic Energy Agency
IBRD	International Bank for Reconstruction and Development
ICAO	International Civil Aviation Organization
ICJ	International Court of Justice
ICRC	International Committee of the Red Cross
ICSC	International Civil Service Commission
IDA	International Development Association
IFAD	International Fund for Agricultural Development
IFC	International Finance Corporation
ILC	International Law Commission
ILO	International Labor Organization

IMF	International Monetary Fund
IMO	International Maritime Organization
INSTRAW	International Research and Training Institute for the Advancement of Women
IOM	Intergovernmental Organization for Migration
ITU	International Telecommunication Union
JIU	Joint Inspection Unit
MINURSO	UN Mission for the Referendum in Western Sahara
NAM	Non-Aligned Movement
NATO	North Atlantic Treaty Organization
NGO	Nongovernmental Organization
OAS	Organization of American States
OAU	Organization of African Unity
OECD	Organization for Economic Cooperation and Development
OIOS	Office of Internal Oversight Services
ONUSAL	UN Observer Mission in El Salvador
OSCE	Organization on Security and Cooperation in Europe
PLO	Palestine Liberation Organization
UNAVEM III	UN Angola Verification Mission III
UNCED	UN Conference on Environment and Development
UNCITRAL	UN Commission on International Trade Law
UNCTAD	UN Conference on Trade and Development
UNDC	UN Disarmament Commission
UNDCP	UN International Drug Control Program
UNDOF	UN Disengagement Observer Force
UNDP	UN Development Program
UNEP	UN Environment Program
UNESCO	UN Educational, Scientific and Cultural Organization
UNFICYP	UN Force in Cyprus
UNFPA	UN Population Fund
UNHCR	Office of the UN High Commissioner for Refugees
UNHRC	UN Human Rights Commission
UNICEF	UN Children's Fund
UNIDO	UN Industrial Development Organization
UNIFEM	UN Development Fund for Women
UNIFIL	UN Interim Force in Lebanon
UNIKOM	UN Iraq-Kuwait Observation Mission

UNITAR	UN Institute for Training and Research
UNMIBH	UN Mission in Bosnia and Herzegovina
UNMIH	UN Mission in Haiti
UNMOGIP	UN Military Observer Group in India and Pakistan
UNMOP	UN Mission of Observers in Prevlaka
UNMOT	UN Mission of Observers in Tajikistan
UNOMIG	UN Observer Mission in Georgia
UNOMIL	UN Observer Mission in Liberia
UNPREDEP	UN Preventive Deployment Force
UNRWA	UN Relief and Works Agency for Palestine Refugees in the Near East
UNSCEAR	UN Scientific Committee on the Effects of Atomic Radiation
UNTAES	UN Transitional Administration for Eastern Slavonia, Baranja and Western Sirmium
UNTSO	UN Truce Supervision Organization
UPU	Universal Postal Union
U.S. AID	U.S. Agency for International Development
WFP	World Food Program
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization
WTO	World Trade Organization

Part 1



Political and Security Affairs

Regional Issues

Middle East

Situation in the Middle East

The 51st General Assembly once again overwhelmingly adopted, by a vote of 159 (U.S.) to 3, with 2 abstentions, a resolution that expressed full support for the achievements of the peace process and called for international support for the economic and social development of the Palestinian people. (Resolution 51/29.) This was the fourth year a positive resolution on the Middle East peace process was passed by the General Assembly. The United States continued to oppose a number of the perennial resolutions on the Middle East (Syrian Golan, Question of Palestine, Israeli Settlements, Palestinian Right to Self-Determination, Israeli Practices). The United States opposes these resolutions because they address permanent status issues that are the subject of negotiations between the parties, advocate activities or language incompatible with the progress achieved in the Middle East peace process to date, or expend resources that could be used in better ways to improve the lives of the Palestinian people.

UN Interim Force in Lebanon

The UN Interim Force in Lebanon (UNIFIL) was established by Security Council resolution 425 in March 1978 in response to an Israeli operation in southern Lebanon which, in turn, had followed a PLO attack inside Israel. UNIFIL is deployed in southern Lebanon and, at the end of the year, had a troop strength of 4,505. The Security Council extended the UNIFIL mandate for 6-month periods twice during 1996, on January 29 by adopting resolution 1039 and on July 30 with resolution 1068. On April 18, the day of the tragic incident in Qana in which 100 Lebanese civilians seeking refuge at a UNIFIL site were killed by Israeli shells responding to Hizbollah attackers, the UN Security Council passed resolution 1052. The resolution called for an end to all hostilities in southern Lebanon and a commitment by all parties to respect the safety and security of civilians and UNIFIL, and not to hinder UNIFIL in fulfilling its mandate.

UN Disengagement Observer Force

The UN Disengagement Observer Force (UNDOF) was established after the 1973 Arab-Israeli war to supervise the disengagement of Israeli and Syrian forces on the Golan Heights in accordance with the U.S.-negotiated Israeli-Syrian agreement of May 1974. At the end of 1996 UNDOF had a troop strength of 1,046. There are no U.S. troops in the operation. The Security Council extended UNDOF's mandate at 6-month intervals, on May 30 (Resolution 1057) and on November 27. (Resolution 1081.)

UN Relief and Works Agency for Palestine Refugees in the Near East

The General Assembly adopted a group of seven resolutions on the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). Voting on the resolutions was as follows:

Resolution 51/124, "Assistance to Palestine refugees," was adopted by a vote of 159 to 1, with 2 (U.S.) abstentions; resolution 51/125, "Working Group on the financing of the UN Relief and Works Agency for Palestine Refugees in the Near East," was adopted by consensus; resolution 51/126, "Persons displaced as a result of the June 1967 and subsequent hostilities," passed by a vote of 157 to 2 (U.S.), with 1 abstention; resolution 51/127, "Offers by member states of grants and scholarships for higher education, including vocational training, for Palestine refugees," was adopted 163 (U.S.) to 0, with 1 abstention; resolution 51/128, "Operations of the UN Relief and Works Agency for Palestine Refugees in the Near East," passed by a vote of 159 to 2 (U.S.), with 2 abstentions; resolution 51/129, "Palestine Refugees' properties and their revenues," was adopted 152 to 2 (U.S.), with 6 abstentions; and resolution 51/130, "University of Jerusalem 'Al-Quds' for Palestine refugees," passed 159 to 3 (U.S.), with 1 abstention.

In its explanation of vote, the U.S. Delegation underscored its long-standing commitment to the work of UNRWA, noting that the United States would continue to support UNRWA's important educational, health, social and humanitarian relief programs. However, the U.S. Delegation expressed criticism for the inclusion of politicized language in several of the resolutions, noting that there is no need to tie UNRWA's mission to a political agenda or inject the agency into permanent status issues, especially at a time when negotiations between Israel and the Palestinians are at a crucial and sensitive stage.

Iraq

During seven bimonthly reviews, the UN Security Council determined unanimously that Iraq had failed to comply fully with the series of Council resolutions that followed Iraq's invasion of Kuwait in August 1990. The United States regards Iraq's failure to comply with resolutions of the Council, including the refusal to cooperate fully on weapons of mass destruction issues, the failure to account for missing Kuwaitis, the failure to return stolen Kuwaiti property and cultural artifacts, and the failure to end support for and participation in terrorism, as a continuing threat to

international peace and stability in the region. The United States and the Security Council continued to support the UN Special Commission (UNSCOM) and the International Atomic Energy Agency (IAEA), which are tasked with overseeing the investigation and destruction of Iraq's weapons of mass destruction programs.

In December implementation of UN Security Council resolution 986 began after more than 18 months of delay caused by Iraq's refusal to accept the terms of the resolution. This resolution, which permits the Government of Iraq to export 1 billion dollars worth of petroleum and petroleum products every 90 days in exchange for needed humanitarian goods, is designed to help meet the legitimate humanitarian needs of the Iraqi people under strictly monitored conditions. The United States, which cosponsored this resolution, is working closely with the Secretary General and the Department of Humanitarian Affairs to ensure the resolution is implemented as intended without providing economic or political benefits to the Iraqi regime.

Africa

Angola

In 1996 the UN Angola Verification Mission III (UNAVEM III) force of 7,200 troops continued to oversee the ceasefire between the armed forces of the Government of Angola and the National Union for the Total Independence of Angola (UNITA) and completed the disarming and quartering of more than 62,000 UNITA troops (accompanied by 100,000 dependents) in 15 quartering areas. In December 1996 UNITA declared that virtually all its troops had been quartered and all its weaponry turned over to UNAVEM. By the end of the year, the quartering areas had been transformed into Selection and Demobilization Centers, and the Government of Angola had begun the process of accepting up to 26,000 UNITA soldiers and 5,000 UNITA police into the National Army and National Police. The process of demobilizing the remainder of UNITA troops and returning them and their dependents to their homes had also begun by the end of 1996.

At year's end, a number of key tasks remained outstanding: formation of a national unity government; agreement on the role to be played by UNITA's leader Jonas Savimbi; the formation of integrated military and police units; and the extension of government authority throughout the country. However, UNAVEM determined that security had been restored to a sufficient degree that it could begin withdrawing its formed military units in December. The Secretary General, in his report of December 2, recommended continuation of a phased withdrawal to end with full draw-down of UNAVEM forces by August 1997. His report also suggested the need for a smaller, follow-on peacekeeping operation, although details had not been released at year's end.

Burundi

The Security Council followed events in Burundi with grave concern throughout the year as widespread ethnic violence and human rights abuses continued and military officers took control of the government in July. The first presidential statement by the Council in 1996, on January 5, addressed the situation in Burundi, which the Secretary General's report characterized as "daily killings, massacres, torture and arbitrary detention." The Council condemned in the strongest terms the persons responsible and called for the immediate cessation of such actions. In resolution 1040 of January 29 (adopted unanimously), the Council called upon all parties in Burundi to refrain from violence and participate in a comprehensive political dialogue, and declared its readiness to consider imposition of measures to ban the supply of arms to Burundi and to impose travel restrictions against those leaders who continue to encourage violence. The resolution requested the Secretary General to develop contingency plans in consultation with the OAU and other member states and welcomed the Secretary General's sending of a technical security mission to Burundi. The U.S. Representative declared that the United States would not support, recognize or assist any government that came to power by force in Burundi, and stated that the leaders of Burundi should isolate the extremists and seek a lasting peace.

In resolution 1049 of March 5 (adopted unanimously), the Council again condemned all acts of violence against civilians, refugees and international humanitarian personnel and the assassination of government officials, and called for serious negotiations within the framework of the National Convention. The resolution repeated its invitation to member states to cooperate in identifying and dismantling radio stations which incite hatred and acts of violence in Burundi, and reiterated the importance of contingency planning by the Secretary General and member states. It expressed strong support for the efforts of the Secretary General and his special representative, the OAU, EU, former Presidents Nyerere and Carter and the other facilitators appointed by the Cairo conference to promote political dialogue in Burundi, and invited member states and other organizations to stand ready to provide assistance for the rehabilitation of Burundi when progress was achieved in the negotiations.

Tensions continued to mount and in late July military officers overthrew the government. In its presidential statement on July 29, the Council called for all Burundian leaders to respect the constitution and urged the military leaders to restore constitutional government, including the elected National Assembly, civil institutions and respect for human rights. It called for restraint against further escalation of the crisis and a halt to the violence, along with the immediate engagement by all Burundian parties and leaders to make concerted efforts to achieve a lasting national settlement and reconciliation. On August 30 the Council passed resolution 1072 unanimously, condemning the overthrow of the legitimate government and constitutional order in Burundi and condemning all parties and factions which resort to force and violence to advance their political objec-

tives. The resolution once again supported the efforts of regional leaders and President Nyerere to mediate the crisis. The resolution demanded a unilateral cessation of hostilities and a commitment by all parties and leaders in Burundi to abstain from attacking civilians and to ensure the security of humanitarian personnel. It further demanded that all parties and factions initiate unconditional negotiations immediately, and declared the Council's readiness to assist the people of Burundi with reconstruction and development of their country following a comprehensive political settlement.

The Council issued several presidential statements throughout the year condemning the violence, stressing the importance of dialogue among all the Burundian parties and reiterating its full support for the efforts of former President Nyerere to facilitate negotiations, with the continued cooperation of the United Nations, OAU, EU and other interested countries and organizations.

The International Commission of Inquiry, which was established by resolution 1012 (1995) following the assassination of the President of Burundi on October 21, 1993, and the massacres that followed, completed its final report in July. The Secretary General submitted the text of the report to the Security Council in a document dated August 22. The Council attached the utmost importance to bringing to justice those responsible for the assassinations, massacres and other acts of serious violence which occurred on and after October 1993, but noted the Commission's conclusion that its recommendations could not be implemented under the current conditions prevailing in Burundi. The Council agreed to consider further action when conditions in Burundi permitted.

Liberia

As it has done since 1993, the United States continued in 1996 to support the efforts of the UN Observer Mission in Liberia (UNOMIL) to help the Economic Community of West African States (ECOWAS) Ceasefire Monitoring Group (ECOMOG) implement peace accords to end the civil war in Liberia. Established in September 1993 with an authorized strength of 368, UNOMIL was down to about 50 observers by mid-1995 due to factional fighting and lack of progress in the peace process. In September 1995, after substantial progress at the ECOWAS Summit in August in Abuja, Nigeria, the Council unanimously extended UNOMIL's mandate until January 31, 1996, (Resolution 1014) and in November approved deployment of up to 160 military observers.

Although implementation of the August 1995 Abuja accords had fallen behind schedule and there was recurrent factional skirmishing, on January 29, 1996, on recommendation of the Secretary General, the Security Council unanimously adopted resolution 1041 extending the mandate of UNOMIL until May 31, 1996. However, the peace process suffered another setback when factional fighting erupted in Monrovia on April 6.

During the fighting, UNOMIL Headquarters was ransacked and all but 5 of the 92 military observers then in Liberia were evacuated.

By late May, ECOMOG had restored calm in Monrovia. ECOWAS, reconfirming its commitment to the Abuja peace accords, cautioned the faction leaders about their obligation to comply with the accords, and expressed its intention to reassess the situation in August. Thus, on May 31 in resolution 1059, the Security Council extended UNOMIL's mandate until August 31 by unanimous vote. At its August meeting, ECOWAS and the Liberian factions agreed on a new timetable for the implementation of the Abuja agreement, starting with restoration of the ceasefire and concluding with national elections to be held on May 30, 1997. On August 30 the Security Council extended UNOMIL's mandate until November 30, 1996, by resolution 1071, which was adopted unanimously.

ECOMOG began disarming the factions, which UNOMIL concurrently verified, on schedule November 22. By resolution 1083, adopted unanimously on November 27, the Security Council extended UNOMIL's mandate until March 31, 1997, and endorsed the Secretary General's revised concept of operations for a military observer force of up to 92 that would begin drawdown after the scheduled May 30 elections.

Libya

During 1996 the Security Council continued to review sanctions adopted against Libya in resolution 748 (1992) every 120 days. Given Libya's noncompliance with requirements imposed by this and resolutions 731 and 883, the Council decided each time that sanctions should remain in effect without change. The United States, along with the United Kingdom and France, maintained their joint position that there would be no compromise on the demands of justice and that Libya would have to comply fully with its obligations.

Rwanda

The Security Council terminated the UN Assistance Mission for Rwanda (UNAMIR) on March 8, 1996, with resolution 1050 (adopted unanimously). Originally established in 1993, UNAMIR was given a transformed mission following the genocide in 1994; as UNAMIR II, its primary functions were to facilitate refugee repatriation and provide security for humanitarian operations. In 1995 the force level of UNAMIR II was gradually reduced, and by December 1995, its mandate was extended for a final 3 months with an authorized force level of 1,200 troops and 200 military observers. In resolution 1050, the Council paid tribute to the work of UNAMIR and its personnel, authorized the elements of UNAMIR remaining in Rwanda to contribute to the protection of the International Tribunal for Rwanda prior to their withdrawal, and called upon states and organizations to continue to give assistance for the reconstruction of Rwanda and to contribute to the costs of the Human Rights Field Operation in Rwanda. UNAMIR completed its drawdown on April 19, 1996.

On April 23 the Security Council unanimously adopted resolution 1053, which reaffirmed the importance of the Commission of Inquiry on the Rwandan arms embargo (established under resolution 997 in 1995), and requested that the Commission be maintained to follow up its earlier investigations of violations. The resolution further called on all states in the region to ensure that their territory not be used as a base for armed groups to launch incursions or attacks against any other state, and to intensify their efforts to prevent the sale or supply of weapons to militia groups or former Rwandan government forces. On September 1 the restrictions of resolution 918 (1994) against sale or supply of arms to the Government of Rwanda were terminated, but the embargo continued to apply to nongovernmental forces in Rwanda or neighboring countries. The Commission of Inquiry conducted two missions to the region, November 1995-February 1996 and July-September 1996, and submitted its final report at the end of October.

Western Sahara

During 1996 the United States and the Security Council continued to support the efforts of the Secretary General to resolve the long-standing dispute in the Western Sahara between the Government of Morocco and Polisario. This effort focused on enhancing the ability of the UN Mission for the Referendum in Western Sahara (MINURSO) to carry out its mandate, on seeking proposals that would support progress in the chronically stalled process of identifying voters for a referendum, and on encouraging the disputants to take other confidence-building measures. In one such step, the Government of Morocco released 66 Sahrawi prisoners under the auspices of the ICRC, with assistance from the United States and Germany. The United States expressed the hope this would lead to further progress on humanitarian issues.

On May 29 the Council voted to extend MINURSO's mandate for another 6 months (Resolution 1056), while approving the Secretary General's proposal for a 20 percent reduction of the military observer force and the drawdown of the civilian staff assigned to implement the stalled voter identification program. On November 27 the Council passed resolution 1084, which renewed MINURSO's mandate once again for a period of 6 months, until May 31, 1997.

Resolution 1084 called on the Secretary General to propose alternative steps if no meaningful progress was made by the parties during this 6-month period, and to keep the size and configuration of MINURSO under active review to achieve maximum efficiency and effectiveness. In a press statement, U.S. Permanent Representative Madeleine K. Albright said that "unless there is . . . progress in reaching a political settlement, the United States could not support a further renewal of MINURSO in its present form."

Zaire

Fighting broke out along Zaire's eastern border in mid-October, sparking a humanitarian crisis for the Rwandan refugee camps and surrounding communities. The Security Council issued a presidential statement on November 1 expressing its grave concern at the deteriorating situation in eastern Zaire, calling for an immediate ceasefire with access for humanitarian assistance, and urging the states of the region to pursue dialogue to defuse the tension. The Council supported the Secretary General's initiative to appoint a special envoy, who traveled to the region and made recommendations for resolving the crisis. On November 9 the Security Council passed resolution 1078 condemning the violence in eastern Zaire, calling for an immediate ceasefire and negotiations, and urging states in the region to facilitate the safe delivery of humanitarian aid to refugees and displaced persons and create conditions for voluntary and secure repatriation of refugees.

By mid-November, rebel advances prompted hundreds of thousands of Rwandan refugees to return from Zaire. On November 15 in resolution 1080 (adopted unanimously), the Council authorized the deployment of a multinational force (MNF) under Chapter VII of the UN Charter to ensure effective delivery by civilian relief organizations of humanitarian aid and to facilitate the voluntary, orderly repatriation of refugees and displaced persons. The United States strongly supported the initiative and participated in the planning process for the MNF under Canada's lead. The United States deployed military support elements to the region to assist with logistics, reconnaissance and planning in preparation for the force. By mid-December the Canadian commander who oversaw planning for the MNF had concluded that there was no clear mission for the force since a large majority of the refugees had returned to Rwanda and the remainder were scattered over large areas of eastern Zaire. The Security Council approved a presidential letter on December 23 that concurred with Canada's recommendation not to deploy the MNF and to withdraw all prepositioned elements by December 31.

Western Hemisphere

Central America

Guatemala. The General Assembly passed several resolutions concerning Central America during 1996. In particular, the peace process in Guatemala received significant attention during the year. On April 3 the General Assembly renewed the mandate of the UN Mission for the Verification of Human Rights in Guatemala (MINUGUA) until December 31; called upon the Government of Guatemala and the Unidad Revolucionaria Nacional Guatemalteca (URNG) to comply with the commitments they had made thus far; and urged the Guatemalan Government and the URNG to strive to conclude a final peace agreement as soon as possible. (Resolution 50/220.)

With the presence of MINUGUA in Guatemala and direct negotiations facilitated by a UN moderator, the Guatemalan Government and the URNG made steady progress toward a comprehensive peace agreement in 1996. In March both sides agreed to a mutual cessation of offensive hostilities, which was fully respected. The Guatemalan Government and the URNG signed an agreement on social and economic issues and the agrarian situation on May 6. The parties signed the agreement on the strengthening of civilian power and on the role of the armed forces in a democratic society on September 19. In December they signed three operational agreements on a ceasefire, electoral reform and reintegration of the URNG.

MINUGUA and the UN moderator provided essential support to the Guatemalan peace process, giving the parties the confidence needed to reach a final agreement. With over 300 people, working in eight regional and five sub-regional offices, MINUGUA monitored compliance by the Government and the URNG with the global accord on human rights signed in 1994 and with the human rights provisions of the accord on indigenous rights signed in 1995. MINUGUA conducted prompt, thorough and impartial investigations of alleged human rights abuses, helped deter abuses against civilians by security forces and worked to improve the administration of justice. On December 17 the General Assembly approved, by consensus, a resolution extending MINUGUA's mandate until March 31, 1997. (Resolution 51/198.) On December 29 the Government of Guatemala and the URNG signed a comprehensive peace agreement, ending the country's 36-year-long civil war. MINUGUA will oversee implementation of the full range of agreements which came into effect upon signing of the comprehensive peace accord.

El Salvador. In recognition of continued progress in El Salvador, the General Assembly on May 10, 1996, established a small UN Office for Verification (ONUV) to follow up implementation of the few pending aspects of the 1992 peace accords until December 31, 1996. (Resolution 50/226.) ONUV replaced the larger UN Mission in El Salvador (MINUSAL) that had overseen implementation of the peace accords. The presence of ONUV, led by a Special Representative of the Secretary General, was complemented by visits of senior officials from UN Headquarters. On December 17 the General Assembly approved, by consensus, a resolution eliminating the position of the Special Representative of the Secretary General, but leaving three experts in El Salvador to facilitate continued monitoring by senior officials from UN Headquarters. (Resolution 51/199.)

Cuba

On February 24 in broad daylight and without warning, Cuban military aircraft shot down two unarmed civilian planes flying in international airspace, killing four people, three U.S. citizens and one U.S. resident. On February 27 the Security Council issued a presidential statement that strongly deplored the shoot down, recalled that states must refrain from

the use of weapons against civil aircraft and asked the International Civil Aviation Organization (ICAO) to investigate the incident in its entirety. (S/PRST/1996/9.)

On June 27 the ICAO Council approved a resolution forwarding the ICAO Secretary General's report on the shoot down to the Security Council. (S/1996/509, Annex.) The report found that Cuban military aircraft identified the two planes as civil aircraft, informed their ground control of this fact and then were authorized to destroy them; the planes were in international airspace, well outside Cuba's territorial airspace; the planes posed no threat to Cuba; and Cuba had not followed ICAO international norms for interception of aircraft. On July 26 the Security Council endorsed the ICAO report by a vote of 13 (U.S.) to 0, with 2 abstentions, expressed deep regret over the loss of life and condemned the use of weapons against civil aircraft. (Resolution 1067.)

Haiti

The UN Mission in Haiti (UNMIH) completed its mandate to assist the Government of Haiti to maintain a secure and stable environment, to professionalize the police and to consolidate democracy further. The Security Council extended UNMIH's mandate on February 29 through June 30, though at a reduced civilian police and UN troop level. (Resolution 1048.) The International Civilian Mission in Haiti (MICIVIH), under dual mandate from the United Nations and the Organization of American States, provided reporting, technical assistance and expert recommendations that enhanced the effectiveness of the Haitian National Police and strengthened the Haitian justice system. On December 17 the General Assembly unanimously extended MICIVIH's mandate to July 31, 1997. (Resolution 51/196.)

On June 28 the Security Council established the UN Support Mission in Haiti (UNSMIH) to succeed UNMIH and continue its work of assisting the Government of Haiti in the professionalization of the police and the maintaining of a secure and stable environment. (Resolution 1063.) The Special Representative of the Secretary General worked to coordinate activities by the UN system to promote development, institution building and national reconciliation in Haiti.

During 1996, with assistance from the United Nations and the international community, Haiti made clear gains. The human rights climate continued to improve. A new 6,000-person civilian Haitian National Police (HNP) force has been established, and was fully deployed by February 1996. UNSMIH's current 500-person UN military element (supplemented by approximately 800 voluntarily funded Pakistani and Canadian peacekeepers) supports the HNP, as it confronts various security challenges. The 300-person UN civilian police element (CIVPOL), deployed at 19 locations throughout Haiti, seeks to professionalize the HNP through on-the-job training and by reinforcing its command and management structures. CIVPOL officers also serve as instructors at the Police Academy.

On December 5 the Security Council extended UNSMTH's mandate through May 31, 1997, with an option for final extension through July 31, 1997, upon further consideration by the Council. (Resolution 1086.) The Council requested that the Secretary General make a recommendation on a post-UNSMTH international presence in Haiti by March 31, 1997.

Other Areas

Afghanistan

In March 1994 the UN General Assembly created and the Secretary General dispatched to Afghanistan a UN special mission. It was initially headed by former Tunisian foreign minister Mahmoud Mestiri, who was replaced by German diplomat Norbert Holl in June 1996. The special mission continued its work in 1996; Holl held discussions with all parties. In November the United Nations hosted a meeting at which 19 countries, plus the Organization of the Islamic Conference, pledged their support for the UN's mediating role and approved Special Envoy Holl's efforts for a ceasefire. Participants agreed on support for Afghanistan's territorial integrity, as well as on the need for a negotiated settlement and the establishment of a broad-based fully representative national government.

The Security Council adopted resolution 1076 unanimously on October 22, calling for an end to hostilities, the need to find a political solution, respect for international humanitarian personnel and the need for provision of assistance to the civilian population. The resolution warned of "possible repercussions on international relief . . . programs due to discrimination against girls and women."

The Council issued two Presidential statements on Afghanistan in 1996, one in February and one in September. In February the Council expressed concern about intensified fighting, called for an end to hostilities and asked the parties not to obstruct humanitarian aid. It reiterated support for the UN special mission in Afghanistan and urged all states to prevent the flow of arms into the country. In September the Council expressed concern over the violation of UN premises in Kabul by the Taliban, and over the execution of former President Najibullah and reiterated the key points in the February statement.

The General Assembly, in plenary session in December, adopted a resolution on strengthening coordination of humanitarian and disaster relief and expressed support for the Holl mission. The United States joined the consensus on the resolution, but had to disassociate itself from those elements of the resolution that called for unbudgeted expenditures. (Resolution 51/195.)

Cyprus

The UN Peacekeeping Force in Cyprus (UNFICYP) was created in March 1964, to help end violence between the Greek Cypriot and Turkish Cypriot communities. Since the *de facto* division of the island in 1974 UNFICYP has also served as a buffer force between Turkish and Turkish-Cypriot forces on one side and the Greek Cypriot National Guard and

Greek troops on the other side. There are approximately 1,500 personnel assigned to UNFICYP; no U.S. personnel participate. On June 28 the UN Security Council extended UNFICYP's mandate until December 31 by unanimously adopting resolution 1062. On December 23 the mandate was unanimously extended again until June 30, 1997. (Resolution 1092.)

Both resolutions 1062 and 1092 expressed concern about the lack of progress towards a settlement of the Cyprus problem. During the summer and fall of 1996 there were a series of violent incidents which resulted in the deaths of four Greek Cypriots and one Turkish Cypriot and injuries to both civilians and UNFICYP personnel. Resolution 1092 deplored these incidents and, in particular, the disproportionate use of force by the Turkish/Turkish Cypriot side, and demanded that the Greek and Turkish Cypriots extend their full cooperation to UNFICYP, prevent unauthorized incursions into the buffer zone and respond immediately and responsibly to any demonstrations which violate the buffer zone. Resolutions 1062 and 1092 also expressed concern about excessive levels of military forces and armaments on the island and called upon all concerned to commit themselves to a reduction in defense spending and a reduction in the number of foreign troops in Cyprus.

On May 1, 1996, the Secretary General appointed Professor Han Sung-Joo, former Minister of Foreign Affairs of the Republic of Korea, as his new Special Representative for Cyprus. The Secretary General's Good Offices mission continued contacts with the leaders of the two communities, with the governments of Greece and Turkey and with interested governments, including the United States, with a view toward a settlement based upon the creation of a bizonal, bicomunal federation.

Georgia

On January 12 the Security Council unanimously adopted resolution 1036 extending the mandate of the UN Observer Mission in Georgia (UNOMIG) until July 12, 1996. Established in 1993, UNOMIG was expanded in July 1994 to 136 military observers and charged with monitoring the implementation of the May 1994 ceasefire agreement between the Government of Georgia and the Abkhaz separatists and with observing the Russian CIS peacekeeping force. Four U.S. military observers participate in UNOMIG. By resolution 1065, adopted unanimously on July 12, the Security Council extended UNOMIG's mandate until January 31, 1997. On October 22, by resolution 1077, adopted 14 to 0, with 1 abstention (China), the Security Council approved the Secretary General's proposal to establish a program for the protection and promotion of human rights in Abkhazia under the authority of UNOMIG and in cooperation with the OSCE. A human rights office was opened on December 10 at UNOMIG headquarters in Sukhumi.

The parties continued for the most part to comply with the ceasefire in 1996. However, UNOMIG had to curtail patrolling in the Gali region of the security zone separating the sides due to the threat from landmines. A

Bangladeshi military observer was killed by a landmine in March. The Security Council endorsed the Secretary General's proposal to provide UNOMIG with mine-protected and mine-detection vehicles in July, but the vehicles had not arrived in Georgia by year's end. The political talks, formally under the auspices of the Secretary General's Special Representative but actually led by the Russian Federation as facilitator, made little progress.

Korean Situation

The Security Council on October 15 issued a presidential statement regarding the September 18 incursion into South Korea by a North Korean submarine. (S/PRST/1996/42.) The Council expressed its serious concern over the incident and urged that the Korean armistice agreement be fully observed and that no action should be taken which might undermine peace and stability on the peninsula. The Council further urged both sides to settle issues through dialogue.

Tajikistan

Established in December 1994 with a force strength of 40 military observers, the UN Mission of Observers in Tajikistan (UNMOT) is charged with monitoring the implementation of the November 1994 ceasefire agreement between the Government of Tajikistan and the United Tajik Opposition. In November 1995 the Security Council agreed with the Secretary General's proposal to increase UNMOT's observer strength to 45, and in December 1995 the Council unanimously extended UNMOT's mandate until June 15, 1996. (Resolution 1030.) On June 14 the Security Council unanimously adopted resolution 1061, extending UNMOT's mandate until December 15, 1996.

During 1996 both sides on occasion denied UNMOT the freedom of movement needed to carry out its mandate. In July at the UN-led talks, the sides agreed to halt the fighting in the Tavildara region which had intensified in May. In mid-September, local commanders in the Karategin Valley concluded a ceasefire which collapsed on December 1. UNMOT military observers were twice detained and grossly mistreated by Tajik Government forces in December. The President of Tajikistan and the leader of the UTO met December 10-11 and again at a December 21-23 summit to institute another ceasefire and to resolve core political issues.

On December 13, the Security Council extended UNMOT's mandate only 3 months until March 15, 1997, by unanimously adopting resolution 1089. At the end of 1996, the ceasefire had taken effect and the talks between the sides were scheduled to continue in January, but the situation in Tajikistan remained very tense and uncertain.

Former Yugoslavia

The United States in 1996 continued its leadership in the Security Council concerning the former Yugoslavia, supporting UN objectives in

Bosnia and Herzegovina, Croatia, the Former Yugoslav Republic of Macedonia and the Federal Republic of Yugoslavia (Serbia and Montenegro). Many of the Council's actions were the result of the 1995 U.S.-sponsored peace talks in Dayton, Ohio, which led to the General Framework Agreement for Peace in Bosnia and Herzegovina. Votes on Security Council resolutions noted below were unanimous except as noted.

The Council's first action in 1996 concerning the former Yugoslavia involved the establishment in January of the UN Transitional Administration for Eastern Slavonia, Baranja and Western Sirmium (UNTAES). (Resolution 1037.) The establishment of UNTAES responded to a request of the Croatian government and local Serb representatives for a UN peace-keeping mission to oversee the transition of the region from local Serb to Croatian government control. The original mandate was for a period of 1 year, with an option to extend for up to 1 additional year. By mid-year, UNTAES had successfully carried out the demilitarization of the region and during the course of 1996 undertook other activities to prepare the region for a resumption of Croatian government control.

The Security Council in November extended the UNTAES mandate to July 15, 1997. (Resolution 1079.) Resolution 1079 also noted the possibility of a further UN presence in the region, possibly involving a restructuring of UNTAES, for the period following July 15, 1997.

One hundred UN military observers previously attached to the UN Confidence Restoration Operation in Croatia (UNCRO) formally became a part of UNTAES in January (Resolution 1043), following the dissolution of UNCRO and the creation of UNTAES. The Council extended the mandate of these observers in July (Resolution 1069) and, as a part of UNTAES, they were therefore included in the extension of the UNTAES mandate when that took place in November.

The Council in January authorized 28 UN military observers previously attached to UNCRO to continue their activities in the Prevlaka peninsula area of Croatia, as members of a new operation, UN Military Observers in Prevlaka (UNMOP). (Resolution 1038.) The Security Council in July extended UNMOP's original 6-month mandate for a second 6-month period, to terminate on January 15, 1997. (Resolution 1066.)

The UN Preventive Deployment Force (UNPREDEP), created in March 1995 as one of the successors to the UN Protection Force (UNPROFOR), continued to monitor successfully the situation in the Former Yugoslav Republic of Macedonia. The Security Council in February created 50 billets for UNPREDEP, enabling it to absorb an engineering unit. (Resolution 1046.) The Council twice extended UNPREDEP's mandate for 6-month periods (Resolutions 1058 and 1082, in May and November, respectively), despite Russia's opposition and its abstention from voting on resolutions 1058 and 1082. Russia throughout 1996 sought reduction or termination of the operation. UNPREDEP's mandate as set

forth in resolution 1082 was to expire on May 31, 1997, and it was required to reduce its 1,050-person force to 750 (retaining the engineering component) by April 30, 1997, a reduction pressed by Russia and supported by others during the process of adopting resolution 1082.

The Council in December authorized the establishment, in coordination with NATO, of the multinational Stabilization Force (SFOR) to carry out the key functions of its predecessor, the Implementation Force (IFOR), in Bosnia and Herzegovina. (Resolution 1088.) SFOR has built upon IFOR's foundation by deterring the resumption of hostilities and at the same time providing a stable environment for civilian implementation of the peace agreement. The Security Council endowed SFOR with an 18-month mandate. Resolution 1088 also extended the mandate of the UN Mission in Bosnia and Herzegovina (UNMIBH), which was originally established without a formal name in December 1995 (Resolution 1035), but given its present designation in February 1996 (S/1996/83). This mission consisted of a UN civilian police operation—the International Police Task Force (IPTF) and its civilian support structure. IPTF, which was fully deployed in the spring of 1996, had an authorized monitor ceiling of 1,721. Its mission was to monitor local police forces in an effort to restructure them into a competent, democratically oriented force. The mandates for UNMIBH and IPTF are to expire on December 21, 1997.

The Council maintained its interest in human rights and war crimes in the former Yugoslavia. In February it appointed Louise Arbour as head prosecutor of the International Criminal Tribunal for the former Yugoslavia, with her appointment taking effect upon the resignation of her predecessor, Richard J. Goldstone, on October 1. (Resolution 1047.) The President of the Security Council made several statements throughout the year on human rights and war crimes issues relating to the former Yugoslavia, calling on the various entities that once comprised the former Yugoslavia to cooperate on war crimes issues, improve treatment of the different ethnic groups residing in those entities and cooperate on human rights and war crimes investigations.

The Security Council in October terminated earlier sanctions on the Federal Republic of Yugoslavia (Serbia and Montenegro) when it determined that the conditions for terminating them had been met. (Resolution 1074.)

Special Political Issues

International Peace and Security

In 1996 the United States continued efforts to implement precepts of the Administration's 1994 seminal policy statement on "Reforming multi-lateral peace operations." Circumspect review of the cost, size, risk, mandate and exit strategy is now a standard U.S. Government practice in evaluating proposals for new peacekeeping operations. This practice was applied in planning the largest new operation in 1996, the UN Transitional

Administration for Eastern Slavonia, Baranja and Western Sirmium (UNTAES). From the outset, costs were controlled by carefully evaluating mission requirements and then cutting the proposed force size from 10,000 to 5,000 troops. Risk was reduced by ensuring the mission could rely on IFOR for close air support and emergency evacuation. Risk was further reduced by planning and achieving the demilitarization of the UNTAES area of responsibility within the first 30 days of troop deployment. A clearly defined UNTAES mandate provided the framework for the reintegration of the region into the Republic of Croatia within a maximum 2-year period. By December 1996 the mission was well on its way to achieving its objectives, with elections scheduled for spring of 1997 in advance of the transfer of authority over the region to the Government of Croatia by mid-July.

Another example of U.S. efforts to improve UN peacekeeping was the identification of civilian police operations as an area requiring further improvement. Annex 11 of the Dayton Accords requested that the United Nations create the International Police Task Force (IPTF) under the umbrella of the UN Mission in Bosnia and Herzegovina (UNMIBH) to promote public safety and security in cooperation with the IFOR. With some 1,700 monitors deployed, UNMIBH is the UN's first peacekeeping mission comprised solely of civilian police. At U.S. urging, the United Nations has begun to address training, communications and logistics support problems. This will help improve the IPTF's effectiveness in restructuring local police and in helping to ensure that local police protect the rights and security of all persons regardless of their ethnic affiliation.

The UN Support Mission in Haiti (UNSMIH), created in June 1996, has a significant civilian police (CIVPOL) component. The 25 Creole-speaking U.S. police who arrived in October and November are helping the Haitian National Police develop democratic policing practices, investigative skills and institutional capabilities that will contribute to long-term peace and stability in Haiti.

In 1996 the United States also continued to work actively on the global antipersonnel landmine problem. Joined by 115 cosponsors, the United States sponsored the resolution "An international agreement to ban antipersonnel landmines," which calls for states to pursue "an effective, legally binding international agreement to ban the use, stockpiling, production and transfer of antipersonnel landmines" This resolution passed 155 (U.S.) to 0, with 10 abstentions. In addition, a resolution calling for demining assistance was also passed by consensus. On May 3 the United States and other parties to the Convention on Conventional Weapons adopted an Amended Mines Protocol, which significantly strengthens restrictions against landmine use. The United States hopes to ratify the protocol soon. During 1996 the United States continued to channel funds and other assistance to a number of landmine-afflicted countries through UN agencies. The United States provided assistance to the Angolan Government's Central Mine Action Office as well as helping to fund a demining training school under the auspices of UNAVEM III. The United States

also provided \$2 million to fund equipment and training in Afghanistan under the umbrella of the UN Office for Coordinated Humanitarian Assistance. In other demining program countries such as Cambodia, the United States works closely with the local UNDP office, which often runs the mine awareness and demining training centers.

UN Secretary General

On November 19 the Security Council considered the question of the recommendation for the appointment of the Secretary General. A draft resolution recommending the appointment of Boutros Boutros-Ghali for a second term of office was defeated 14 to 1 (U.S.). On December 13 the Security Council adopted by acclamation a resolution recommending that Kofi Annan be appointed Secretary General for a term of office from January 1, 1997, to December 31, 2001. (Resolution 1090.) The Council also recognized the contributions of Dr. Boutros-Ghali to the UN system and expressed its appreciation for his dedication to the purposes and principles enshrined in the UN Charter. (Resolution 1091.) On December 17 the General Assembly appointed Kofi Annan to the position of Secretary General for a 5-year term beginning January 1, 1997. (Resolution 51/200.)

Disarmament Issues

Disarmament Commission

As mandated by the UN General Assembly, the UN Disarmament Commission (UNDC) provides a forum for deliberation on disarmament issues when the Assembly is not in session. The UNDC, traditionally operating by consensus, considers and makes recommendations on various problems in the field of disarmament, and follows up the relevant decisions and recommendations of the General Assembly and special sessions devoted to disarmament. The 1996 UNDC met April 22–May 3 and formed working groups to consider two agenda items, "International arms transfers, with particular reference to General Assembly resolution 46/36 H of 6 December 1991 (Working Group I) and an "Exchange of views on a Fourth Special Session of the General Assembly Devoted to Disarmament—SSOD IV" (Working Group II). Consensus could not be reached to discuss a third item concerning nuclear-weapon-free zones.

A better-than-expected outcome was achieved at the 1996 UNDC. With considerable urging from its Western chairman, Working Group I produced a consensus report on international arms transfers. The report provided a set of guidelines which maintained the distinction between licit arms transfers that are regulated through international agreements, and illicit arms trafficking which is best regulated through domestic law enforcement.

Although the United States opposes an SSOD IV before the end of the century for budgetary and other reasons, the debate on this topic was more productive than expected. Working Group II adopted a procedural report and the SSOD IV topic was carried over for further discussion at the 1997 UNDC.

Conference on Disarmament

The Conference on Disarmament (CD) is the single global multilateral arms control negotiating forum of the international community. Despite the fact that the CD is financed through the UN scale of assessments and submits a report to the General Assembly annually, it is an autonomous organization that makes all of its decisions by consensus. CD membership is divided into three geopolitical groupings—Western Group, Eastern Group and Non-Aligned Group—and China as an independent member. During 1996, twenty-three states were added as new members on the condition that no member subject to UN Security Council comprehensive enforcement measures imposed under Chapter VII of the UN Charter would have the right to deny consensus on any decision adopted by the CD. In 1996, 36 nonmember countries also participated in the CD as observers and 14 of these requested full membership. The CD met three times during 1996: January 22–March 29; May 13–June 28; and July 29–September 13, for a total of 24 weeks.

In an historic development, the CD completed negotiations on the Comprehensive Test-Ban Treaty (CTBT) after more than 2 decades of work and nearly 3 years of intensive negotiations. At the last minute, however, India blocked CD consensus on the treaty text and refused to allow the treaty to be sent to New York for a vote in the General Assembly.

In response to India's position Australia, with the full cooperation of the United States and a majority of other CD members, introduced the CTBT text at the 50th UN General Assembly, where it was adopted on September 10 by a vote of 158 to 3, with 5 abstentions. The treaty was opened for signature on September 24 and was signed by 71 nations, including the United States, on that date. The first to sign the Treaty was U.S. President William Clinton. (Resolution 50/245.)

Except for the CTBT, 1996 CD work was frustrated by a procedural deadlock that prevented discussion of other agenda items. The reason for the deadlock was the continued insistence of the non-aligned countries that no work could take place on other CD agenda items until an *ad hoc* committee was established to negotiate nuclear disarmament. The United States stressed that the CD had already agreed to negotiate an important item in the process of nuclear disarmament—a cutoff in the production of fissile material. There was also growing interest among a cross-section of CD members in discussing a global ban on antipersonnel landmines. Despite this interest, prospects in the near future for substantive work in the CD are dim unless attitudes change.

First Committee

On September 10, during a special resumed session of the 50th UN General Assembly, the Assembly passed a resolution adopting the Comprehensive Nuclear-Test-Ban Treaty, thus bringing to an historic close a 40-plus year search for a treaty to end nuclear weapon test explosions for all time. The vote in favor of the resolution was overwhelming: 158 (U.S.) to 3, with 5 abstentions. (Resolution 50/245.) The vote signaled the inter-

national community's strong will to achieve this treaty, overcoming India's procedural blockage of the text at the Conference on Disarmament in Geneva. The treaty was opened for signature on September 24, shortly after the opening of the 51st General Assembly.

The 1996 General Assembly First Committee convened on October 14 and considered disarmament and international security items through November 16. The Committee considered 47 resolutions and 2 decisions. Twenty resolutions—less than half of those tabled—were adopted by consensus. The United States voted "yes" or joined consensus on 29 resolutions, voted "no" on 11 and abstained on 7. The United States did not participate in the vote on disarmament and development.

The United States sponsored two resolutions, one on antipersonnel landmines and one with Russia on bilateral nuclear arms negotiations and nuclear disarmament. While the antipersonnel landmines resolution was not adopted by consensus, it garnered 115 cosponsors and was adopted 155 (U.S.) to 0, with 10 abstentions. (Resolution 51/45 S.) This was all the more impressive given that this year's resolution had much stronger language than previous antipersonnel landmines resolutions, including a call for completion of negotiations on an international ban on the trade, manufacture, use and stockpiling of antipersonnel landmines. Regarding the bilateral nuclear arms negotiations resolution, the United States secured 45 cosponsors. The resolution passed by a vote of 160 (U.S.) to 0, with 11 abstentions—5 fewer abstentions than in 1995. (Resolution 51/45 R.)

For the first time since 1992, the First Committee managed to adopt a consensus resolution on the Chemical Weapons Convention. Controversial resolutions on the fourth special session on disarmament (SSOD IV), the ICJ decision and a Southern Hemisphere Nuclear-Weapon-Free Zone were tabled and passed.

Other Issues

Committee on the Peaceful Uses of Outer Space

The Committee on the Peaceful Uses of Outer Space (COPUOS), first established in 1959 with U.S. support, is the only standing body of the General Assembly that studies international cooperation in the exploration and use of outer space. COPUOS has been responsible for the elaboration and adoption by consensus of five multilateral treaties and three sets of nonbinding principles concerning space activities.

At its 51st session, on December 13, 1996, the General Assembly adopted by consensus two resolutions related to COPUOS. Resolution 51/123, "International cooperation in the peaceful uses of outer space," renewed the mandate of COPUOS and set the program of work for COPUOS and its Legal and Scientific and Technical Subcommittees. On the basis of a U.S. proposal for revitalizing and making the work of COPUOS more efficient, the General Assembly endorsed COPUOS's decision to use unedited verbatim transcripts, which should save \$600,000 in conference services in the current budget biennium and \$900,000 in the

next biennium. The General Assembly further agreed that a special session of COPUOS (UNISPACE III), open to all states members of the United Nations, should be convened at the UN Office at Vienna, preferably in 1999.

The second resolution adopted by the General Assembly (Resolution 51/122) is entitled "Declaration on International Cooperation in the Exploration and Use of Outer Space for the Benefit and in the Interest of All States, Taking Into Particular Account the Needs of Developing Countries." It reaffirms that all countries are free to participate in international cooperation regarding outer space in the ways they deem most appropriate and effective, and account should be taken of the needs of developing countries.

Law of the Sea

The 1982 UN Convention on the Law of the Sea (LOS Convention) has been ratified by 110 states. The United States supports the LOS Convention as modified by the 1994 Agreement Relating to the Implementation of Part XI (Deep Seabed Mining). The administration is working to obtain the necessary advice and consent of the Senate to permit ratification of the convention. Taken together, the convention and the agreement meet a basic and long-standing objective of U.S. oceans policy: conclusion of a comprehensive Treaty on the Law of the Sea that will be respected by all nations.

The convention entered into force on November 16, 1994. The agreement entered into force on July 28, 1996. The United States and several other nations that are not yet party to the convention are applying the agreement on a provisional basis.

During 1996 states parties to the convention established two international institutions related to the Law of the Sea. The International Seabed Authority (ISA) was established in Kingston, Jamaica. The United States has an elected representative serving on three of its subsidiary organs: Consumer Chamber of the Council; Finance Committee, which must approve all expenditures of the ISA; and the Legal and Technical Commission.

The International Tribunal for Law of the Sea was established in Hamburg, Germany, in 1996. The United States was unable to participate in the first election of judges for the Tribunal because it is not a party to the convention.

Non-Self-Governing Territories

Chapter XI of the UN Charter sets forth responsibilities of states for the "administration of territories whose peoples have not yet attained a full measure of self-government." These "non-self-governing territories" are considered annually by the Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples (Committee of 24, or C-24)

and by the Special Political and Decolonization Committee (Fourth Committee). The C-24 makes suggestions and recommendations to the Fourth Committee regarding implementation of UN General Assembly resolution 1514 of 1960 (Declaration on the Granting of Independence to Colonial Countries and Peoples), specific issues affecting the decolonization process, and the activities of specialized agencies and other UN bodies in those territories.

In 1996 an informal dialogue between certain administering powers (United States and United Kingdom) and the Chairman of the Fourth Committee was initiated in an effort to arrive at a consensus "omnibus" resolution to address 12 non-self-governing territories. The three non-self-governing territories of the United States considered by the C-24 are American Samoa, Guam and the U.S. Virgin Islands. The Fourth Committee voted in favor of a motion to defer consideration of the consolidated draft resolution on the small territories, with the exception of Tokelau, until March 1997. The purpose of this delay was to allow additional time for the informal consultative process to continue.

The United States joined consensus on resolutions on Western Sahara, New Caledonia, Gibraltar, Tokelau and on "Offers by member states of study and training facilities."

The 51st UN General Assembly plenary on December 13 voted on two decolonization items considered without reference to the Fourth Committee. The United States voted "no" on both of these resolutions. Resolution 51/147 on the "Dissemination of information on decolonization" was adopted by 154 to 3 (U.S.), with 8 abstentions. Resolution 51/146 on the "Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples" was adopted by 143 to 2 (U.S.), with 19 abstentions. The United States opposed these resolutions because both perpetuate an outmoded approach to decolonization.

Part 2



Reform of the UN System

Building on the successes achieved in previous years, the United States continued throughout 1996 to pursue vigorously a program of comprehensive reform of the UN system. Both in the United Nations proper and in the specialized agencies, U.S. Representatives pressed hard and often for the consolidation of overlapping programs, the setting of clear and attainable priorities, the strengthening of oversight functions, cuts in staffing and greater budgetary discipline. Our goal remained to create a more efficient, streamlined and effective United Nations better equipped to cope with the emerging challenges of the 21st century. With the election of Kofi Annan, a strong supporter of reform, as Secretary General, prospects are now brighter for achieving more rapid progress in this area.

Essy Group

The Open-Ended High-Level Working Group on the Strengthening of the UN System, informally known as the Essy Group, was constituted and began work in January 1996. First proposed by President Clinton in 1995, the Essy Group was mandated to consider and formulate reform measures in the economic, social and administrative areas. With the aim of guiding the work of the Group toward concrete action, the United States tabled in February a 33-page document incorporating a number of detailed proposals in these three areas that could form the basis for discussion. But work in the Essy Group moved ahead at a slow pace. By the end of the year it had produced only modest proposals for expediting and streamlining the work of the General Assembly and reforming management of the Secretariat. More broadly, however, creation of the Essy Group gave a political impetus to reform and triggered parallel activity throughout the UN system. The mandate of the Group has been extended until the fall of 1997.

Budgetary Reform

Owing in large part to consistent pressure by the United States to lower expenditures, the UN General Assembly approved in December a budget outline for the 1998-1999 biennium that represents, in constant dollars, a nominal decrease from the previous biennial budget. Likewise in Decem-

ber, the 1996-1997 budget was adjusted downward by some \$5 million as a consequence of exchange rate gains and other savings. In the spring of 1996 the United States put other member states on notice that it intended to seek revision of the scales of assessment so as to lower the U.S. share of the regular budget from 25 percent towards 20 percent, with a corresponding decrease from 30.9 percent to 25 percent (which is the Congressionally mandated level) in our peacekeeping assessment. Our target is to achieve agreement on reduced rates by the end of 1997. During 1996 the United States also signaled its intention to seek significant budget cuts in the major UN specialized agencies for the 1998-1999 biennium.

Oversight

Having inspired creation at the United Nations of an Office of Internal Oversight Services (OIOS), modeled on the Inspector General function in the U.S. Government, the United States focused in 1996 on ensuring that this office was given the resources and the staff necessary to carry out its functions effectively. By the end of the year we were able to secure satisfactory assurances from UN management in this regard. OIOS has undertaken numerous investigations and has published a number of increasingly incisive, useful reports without interference or improper influence. A second area on which the United States focused its efforts in 1996 was on creating effective oversight systems, where they did not already exist, in the major UN specialized agencies.

Personnel

It has been and remains U.S. policy to urge the United Nations and the specialized agencies to reduce staffing levels wherever possible in the interests of cutting costs and streamlining operations. As a result in part of our interventions, Secretary General Annan has undertaken to suppress 1,000 posts for the 1998-1999 biennium.

Peacekeeping

PDD-25, the Administration's seminal policy statement on reforming multilateral peace operations, laid out a blueprint for comprehensive reform of UN peacekeeping. It set out clear decision factors that should govern the initiation of peacekeeping operations; and made a series of recommendations for improving the ability of the UN Secretariat to mount and manage such operations once approved. A recent audit undertaken by the State Department Office of the Inspector General found that substantial progress had been achieved on both fronts. The greater discipline that the United States and the UN Security Council have applied to peacekeeping mandates has led to a sharp decline in the number of peacekeepers in the field. UN operations have closed both because they succeeded (e.g., Mozambique) and because they did not (e.g., UNPROFOR in the former Yugoslavia); and mandates that exceed the UN's capabilities have been

assigned to multinational coalitions (e.g., the Haiti MNF) or to other organizations (SFOR in Bosnia). Annual costs to the United States have declined from over \$1 billion in 1994–1995 to a request level of \$240 million in FY 1998. Significant changes have been made in the size and structure of the UN Department of Peacekeeping Operations.

The UN's performance in mounting civilian police operations in Haiti and Bosnia has led to a recognition of the need to address deficiencies in this area on a priority basis.

Economic and Social Areas

In 1996 the United States stepped up pursuit of reform of the Economic and Social Council (ECOSOC), with our goal being to enhance its policy-setting role and ability to coordinate the full range of UN economic, social and related administrative activities. A number of specific proposals in this regard were incorporated in the 33-page proposal that the United States presented to the Essy Group in February. Among these were the establishment of a mechanism to handle routine business between plenary meetings; improvement of the organization's policy coordination role for UN operational development programs; instituting a *de facto* development assistance coordination committee that would report to ECOSOC; consolidating ECOSOC subsidiaries and adjusting the mandates of remaining bodies; making the Commission for Sustainable Development (CSD) the primary ECOSOC functional commission; and improving collaboration with the Bretton Woods institutions.

In July 1996, responding to U.S. urgings and to a General Assembly resolution on revitalizing UN economic and social affairs, the member states of ECOSOC initiated a review of the mandates, composition, functions and working methods of the numerous commissions and expert groups that fall under ECOSOC's purview. The Secretary General is to prepare a report by February 1997 to assist member states in this review. At its summer 1997 session, ECOSOC is scheduled to examine four bodies identified for priority treatment—Commission on Science and Technology for Development, Committee on Development Planning, Energy Committee and the Committee on Natural Resources. Decisions are anticipated by the fall of 1997.

At its summer 1997 session, ECOSOC is also expected to agree on ways to improve coordination of emergency humanitarian assistance and to consider reports on internal reforms under way in the regional economic commissions. The United States has strongly urged the economic commissions to undertake priority-setting exercises aimed at streamlining their operations and retaining only programs that yield practical benefits. The ECE (Europe) has already adopted a series of reforms designed to meet these objectives, which have enabled it to assume responsibility for implementing an important U.S. initiative, the Southeast Europe Cooperation Initiative (SECI). Similarly, the Economic Commission for Africa (ECA)

has approved a far-reaching reform program that focuses the organization on key issues, reduces staff by 10 percent and cuts the number of ECA-affiliated sub-regional development centers. Two other regional economic commissions, ECLAC (Latin America) and ESCAP (Asia and the Pacific) have initiated program and policy reviews, but have as yet taken no concrete decisions.

The UN Commission on Trade and Development (UNCTAD) took a number of significant reform steps at a 1996 conference at Midrand, South Africa. At strong U.S. urging, UNCTAD entered into commitments to streamline institutional arrangements, focus activity on a small number of priority issues, reduce the number and length of meetings and enhance transparency and cost-effectiveness. Under the leadership of a reform-minded Secretary General, UNCTAD has cut its meeting schedule by 50 percent and reduced the number of its intergovernmental bodies from 20 to 5. In March, UN Under Secretary General Connor identified \$7.7 million in efficiency savings in UNCTAD, a reduction of 6 percent in the organization's budget. Our goal now is to continue to press UNCTAD and the G-77 to follow through on implementing the reforms agreed at Midrand.

At the Lyon summit in June 1996, as in Halifax the year before, the United States sought to mobilize the G-7/P-8 behind ECOSOC reform. The Lyon Economic Communique recommended specific steps such as reviewing development programs with a view to mergers where appropriate, further integrating UN field operations at country levels and reviewing mandates of agencies and commissions involved in development with an eye to eliminating overlap. We are also pressing the Essy Group to take up the issue of ECOSOC reform. G-77 countries are unenthusiastic about economic and social reform in general, and link further ECOSOC reform to increased funding for development activities. With this in mind, the Lyon Summit included among its recommendations that savings generated from reform be reinvested in development-related activities.

In line with the recommendations of the Halifax and Lyon Summits, Secretary General Annan announced on March 17 decisions to merge three UN Secretariat departments into one, to consolidate UN administrative services and to integrate more effectively UN activities at the country level.

Specialized Agencies and Programs

After shelving one quarter of all labor conventions as outdated, the International Labor Organization (ILO) is now studying constitutional changes so that when conventions become outdated in the future, they can automatically expire. The ILO Governing Body agreed to shorter Conferences for the indefinite future, and the speech limit will continue to be 5 minutes. Certain accounting functions have been delegated to field offices. The ILO and UNICEF signed agreements to ensure coherent positions on

child labor policy and practice, and to foster cooperation in all country-specific field activities.

The World Health Organization (WHO) made some progress on reform initiatives in 1996. A two-term limit was set for the tenure of the Director General, and the Executive Board is pursuing a similar limitation on the tenure of the six regional directors. The issue of the relative independence of the regional directors is under review. For the 1996–1997 budget period, the WHO Board and Assembly ordered that 5 percent of resources be shifted to higher priority programs, mostly involving communicable diseases.

The Food and Agriculture Organization (FAO) has adopted measures to streamline some of its operations, such as fewer and shorter meetings and fewer and shorter publications. Downsizing initiatives taken in 1996 include a hiring freeze, downgrading of vacant positions, reductions in support staff and consolidation of administrative functions. New internal auditors established at regional offices are strengthening the audit function, and private sector auditing firms are reviewing accounts at country offices each month.

The governing bodies of three specialized agencies—ILO, WHO and ICAO—approved in 1996 measures to increase the independence of their internal auditors and to make internal auditor reports available to the member states without modification by management.

The Administrator of the UN Development Program (UNDP), American Gus Speth, has set out vigorously to streamline the agency and to coordinate the UN's work in economic and social development. UNDP has undertaken to reduce its administrative budget in real terms by 12 percent, its headquarters staff by 31 percent and total staff by 15 percent by the end of 1997. The Executive Board has directed that, beginning in 1997, 40 percent of a country's allocation be determined by program performance rather than entitlement. At the 1996 Lyon Summit, the G-7/P-8 proposed that the mandates of all UN development programs and agencies be reviewed with an eye to consolidating them into UNDP where appropriate. Our aim is to have this review underway before the end of 1997.

Security Council Reform

The Open-Ended Working Group on Security Council Expansion and Reform (established by resolution 48/26 of 1993) met periodically throughout 1996. Widespread disagreement continued on size and composition issues, as well as on the rights and prerogatives of existing permanent members and possible new permanent members. In October the General Assembly accepted the report of the working group and decided that it should continue its work and submit a further report before the end of the 51st session of the Assembly. During the Assembly plenary debate, over 50 delegations spoke on Council expansion and reform. Germany

and Japan received widespread support for permanent seats on the Council. In working group sessions and in the plenary debate, most states did not specify the size of an expanded Council, though the low- to mid-20s was a common reference point. Many states called for elimination of or restrictions on the use of the veto. Many members favored a broader geographic distribution of seats, particularly for developing countries, and some suggested eliminating the Charter clause prohibiting successive terms on the Council. There was widespread sentiment for increased transparency and openness, particularly concerning improved communications and briefings between the Council and the Assembly.

Throughout these discussions, the United States continued to propose an expansion to no more than 20 to 21 seats, including permanent seats for Germany and Japan.

Part 3



Economic and Development Affairs

Economic and Development Activities

The UN Charter established the General Assembly and the Economic and Social Council as the principal organs of the United Nations responsible for the issues covered in this section of the report. The General Assembly usually takes up economic and development issues in its Economic and Financial Committee (Second Committee), but the UN Conference on Trade and Development (UNCTAD), a subsidiary organ of the General Assembly, is another active venue for analysis and discussions. The Economic and Social Council, made up of 54 elected member states, discusses economic and development issues at its regular session and in its subsidiary bodies.

The Second Committee took action on a wide variety of issues in 1996. Particularly notable was a resolution on trade and development which was cosponsored by the United States, Japan, Russia, Norway, Mexico and the G-77. It applauds the results of UNCTAD IX held in April 1996, calls for full implementation of the Uruguay Round's final act and related Marrakesh measures for least-developed countries, welcomes further membership in the World Trade Organization and help for developing countries in joining, and asks for a report on reprogramming part of UNCTAD's reform savings. The Committee also endorsed recommendations relating to global environmental issues of climate change, desertification and biological diversity. In most instances, the recommendations were carry-overs from technical negotiating committees or the relevant conference of parties to the conventions. Much of the environmental debate of the 51st General Assembly focused on preparation for the Assembly's special session on implementation of the Rio Earth Summit's program for action, Agenda 21. The resolution on Agenda 21 identifies the issues to be discussed in the special session and makes a broad appeal for UN system collaboration on comprehensive reports for the session.

The Economic and Social Council held its regular session in New York June 24-July 26. Key agenda items included agreement on updating NGO arrangements, agreement on the next steps to implement General Assembly resolution 50/227 on ECOSOC reform, consensus adoption of

the UN Declaration on Crime and Public Security, and agreement to discuss the Declaration Against Corruption and Bribery in International Commercial Transactions at a resumed session. The declaration was adopted by consensus at the November resumed session. The declaration calls for criminalization of both the offering and receipt of bribes in international commercial transactions and serves to level the playing field as a step toward the eventual elimination of bribery in international business transactions.

After an extensive review of arrangements for nongovernmental organizations (NGOs) with the Economic and Social Council (ECOSOC), the Council adopted resolution 1996/31, which updated these arrangements. The revised procedures allow regional and national NGOs to apply for consultative status, while human rights NGOs are no longer proscribed from having an interest in a particular group of persons, a single nationality, or the situation in a single state or restricted group of states. ECOSOC also adopted decision 1996/297 recommending that the General Assembly, at its 51st session, examine the question of participation by NGOs in other areas of UN work. The United States, concerned that the decision could lead to an examination of NGO participation in areas outside of the General Assembly's competence, was able to join consensus on the decision only after the President of ECOSOC made an interpretive statement stipulating that this recommendation falls within the competence of the General Assembly.

Regional Economic Commissions

The United Nations has five regional economic commissions: Economic Commission for Africa (ECA), Economic and Social Commission for Asia and the Pacific (ESCAP), Economic Commission for Europe (ECE), Economic Commission for Latin America and the Caribbean (ECLAC), and the Economic and Social Commission for Western Asia (ESCWA). They are charged with "raising the level of economic activity" within their respective regions and "maintaining and strengthening the economic relations" of the countries within their scopes, "both among themselves and with other countries of the world." The regional commissions are funded out of the regular UN budget, but many of their activities are financed by extrabudgetary grants from bilateral and multilateral donors.

The United States is a member of three of the regional commissions: ECE, ESCAP and ECLAC.

Economic Commission for Europe

The Economic Commission for Europe (ECE) was established in 1947. It is open to European members of the United Nations and has 55 members, including the Central Asian and Caucasian former U.S.S.R.

republics, plus the United States, Canada, Switzerland and Israel. The ECE Headquarters are in Geneva.

The ECE's terms of reference are broad. Current activities and resources focus on five priority areas: trade facilitation, environment, statistics, economic analysis and transport. In the area of trade facilitation, the ECE establishes standards for trade transactions and for the regulations governing trade transactions. The Commission's EDIFACT Program (Electronic Data Interchange for Administration, Commerce and Transport) established global standards for computerized trade transactions, aimed at permitting increased efficiency and financial savings. In environment, the ECE identifies and promotes regional efforts to address trans-boundary environmental problems. It has provided a forum for the negotiation, adoption and implementation of important environmental conventions. The United States has supported the Commission's increased focus on the economies in transition in Central and Eastern Europe, within the framework of the ECE's current mandate and available resources. This focus has become, in practice, a sixth "priority" of the Commission. The ECE continues to hold workshops and seminars in its areas of expertise to support the integration of the economies in transition into the global economy.

The ECE meets annually in Geneva. In 1996 the ECE made considerable progress on the priority-setting exercise launched at the end of 1995. As part of the broader UN reform effort, this exercise identified a 10.5 percent reduction in resource use, proposed a streamlined and prioritized work program, and reduced the number of intergovernmental bodies.

ECE members also agreed in 1996 that the Commission should supply technical assistance to the Southeast European Cooperation Initiative (SECI), a U.S. Government-conceived initiative to encourage economic and environmental cooperation in that region.

Economic and Social Commission for Asia and the Pacific

The Economic and Social Commission for Asia and the Pacific (ESCAP) was established in 1947 and has 51 members in an area stretching from Iran and Azerbaijan in the west to the Cook Islands in the South Pacific. ESCAP Headquarters are in Bangkok.

ESCAP provides a forum for discussion of development issues, identifies problems of social and economic development, provides technical assistance and advisory services, and assists members to attract outside assistance. It does not provide grants or loans of its own. Most work is conducted through meetings of the intergovernmental and subsidiary bodies, with an emphasis on a thematic approach. ESCAP places particular importance on sustainable development for developing, least developed, landlocked and Pacific island economies.

During 1996 the Commission officially launched the New Delhi Action Plan on Infrastructure Development in Asia and the Pacific, with

primary focus on intraregional rail and road links, border-crossing facilitation, and urban transport issues. The regional Ministerial Conference on Environment and Sustainable Development highlighted issues of environmentally sustainable tourism development, transboundary water resources, deforestation and regional preparation for the 1997 UN General Assembly special session on Agenda 21.

ESCAP meets annually. In 1996 ESCAP reaffirmed its commitment to reform, in particular, to "examine the committee structure and its priorities." The United States currently participates in a task force charged with reviewing the Commission's work program.

Economic Commission for Latin America and the Caribbean

The United States belongs to the 41-member Economic Commission for Latin America and the Caribbean (ECLAC), established in 1948. Puerto Rico and the U.S. Virgin Islands are among the six associate members. ECLAC's Headquarters are in Santiago, Chile.

ECLAC serves as a regional think tank on development policy, striving to take into account the social aspects of economic development and the interrelationship between economic and social factors. The focus of activities in recent years has been on "changing production patterns with social equity." Once a breeding ground for "dependency" theory and demands for a "New International Economic Order," ECLAC has moved much closer to the economic mainstream in recent years, particularly with regard to the importance of open markets and the role of the private sector in economic development. ECLAC also provides governments with economic and statistical information and works closely with other regional organizations, such as the Organization of American States (OAS) and the Latin American Economic System (SELA). ECLAC is a part of the tripartite committee (along with the Inter-American Development Bank and the Organization of American States), which was tasked by the heads of government at the Miami Summit of December 1994 to provide the Free Trade Area of the Americas (FTAA) working groups with analytical support, technical assistance and relevant studies as requested.

ECLAC meets every other year. In 1996 the Commission decided to launch a reform exercise designed to streamline the Commission's work program and eliminate inefficient intergovernmental bodies. Members have identified a 12.7 percent reduction in resource use. The working group on ECLAC reform will continue its work in 1997.

Economic and Development Bodies and Programs

UN Development Program

The UN Development Program (UNDP) manages the world's largest multilateral program of grant technical assistance and coordinates UN

development activities. Funded entirely through voluntary contributions, it helps countries develop economically and socially. With offices in 136 countries, UNDP has a near-universal presence in the developing world. About 87 percent of UNDP's core program funds go to assist countries with per capita incomes of \$750 or less.

UNDP programs are consistent with U.S. foreign policy goals of promoting democracy, good governance and sustainable development. A few examples from 1996 of UNDP's many projects on these issues are its support for constitutional government in Eritrea, agrarian reform in the Philippines, environmental rehabilitation in the former Soviet republics and judicial reform in Central America.

Headquartered in New York City, UNDP spends about 2 dollars on purchases of U.S. goods and services for every dollar contributed by the United States. American citizen James Gustave "Gus" Speth currently holds the position of UNDP administrator.

The United States was UNDP's largest contributor every year until 1996. In 1996 the U.S. contribution to UNDP dropped to \$52 million, six percent of UNDP's core funding (approximately \$850 million). This figure, less than half of the 1995 contribution, lowered the United States from first to seventh place among UNDP's donors.

The United States is a member of UNDP's Executive Board, which meets four times a year. The United States encouraged UNDP's ongoing efforts to streamline operations and improve staff accountability. Administrator Speth has been a leading advocate of system-wide reforms to make UN development agencies more focused, efficient and effective.

UN Children's Fund

The UN Children's Fund (UNICEF) was founded in 1946 to meet the emergency needs of children in the aftermath of World War II. It continues to provide emergency assistance for children and mothers affected by natural and man-made disasters in countries such as Bosnia, Haiti, Rwanda and the Sudan. Over the years UNICEF has evolved into primarily a development agency seeking long-term solutions for needy children and mothers in developing countries around the world. UNICEF programs focus on health, nutrition, education and sanitation. UNICEF estimates that some 2.5 million fewer children died in 1996 than in 1990 as a result of its immunization, oral rehydration and other programs.

UNICEF has also come to be seen as the preeminent international advocate on behalf of the world's children, particularly for "children in especially difficult circumstances," that is, those who have been abused, abandoned, exploited or victimized by war and disaster. According to the 1996 UN mid-decade report on goals from the 1990 World Summit for Children, UNICEF contributed significantly to progress worldwide with respect to immunization, rehydration, guinea-worm disease, vitamin A

and iodine deficiencies and breastfeeding. The United States continues to work closely with UNICEF to further the Summit's year 2000 goals.

In 1996 UNICEF expenditures totaled approximately \$906 million while income totaled \$932 million, down slightly from 1995. Of this amount, governments contributed \$364 million to general resources, which fund UNICEF's core programs, and \$244 million to supplementary resources, which fund specific projects and emergency operations. UNICEF also received \$324 million from private, nongovernmental sources, including proceeds netted from sales by national committees of greeting cards and related products. Of that figure, the U.S. National Committee, a nongovernmental organization, provided \$20.6 million to UNICEF in 1996. As in 1995, the U.S. Government contributed \$100 million to general resources, making the United States once again UNICEF's largest donor. The U.S. Government also provided \$43.2 million for supplementary and emergency programs in 1996.

The links between UNICEF and the United States are extensive and strong. Both at headquarters and in the field, health and education specialists from UNICEF, the U.S. Government, and American nongovernmental organizations work together on child survival and developmental activities. In 1996 UNICEF employed 1,361 international professionals, 14 percent of them Americans, and it purchased about \$54 million in supplies, equipment and services from U.S. firms. The United States continues to be represented on UNICEF's Executive Board, which meets four times a year in New York City, where UNICEF is headquartered.

Carol Bellamy, an American, has been UNICEF's Executive Director since 1995. She has implemented significant management reforms to improve the effectiveness and administration of UNICEF programs in the 130-plus countries throughout the world where it operates.

UN Population Fund

The UN Population Fund (UNFPA) is the leading multilateral donor agency for population assistance in over 140 countries in the developing world. It focuses on reproductive health (including family planning), implementation of national population and development strategies, and advocacy for stronger population programs. UNFPA projects create awareness among policymakers and the public at large about the adverse effects of rapid, unsustainable population growth on economic development, the environment and social progress. UNFPA also places heavy emphasis on programs to increase the availability of reproductive health and family planning information and services. UNFPA promotes the principle of voluntarism in population programs and opposes coercive population measures. It does not fund, condone or promote abortion as a method of family planning.

As one of 36 members of the UNDP/UNFPA Executive Board, the United States participates actively in the governance of UNFPA. An

important U.S. policy objective is full implementation of the program of action of the 1994 International Conference on Population and Development (ICPD), including the establishment of national population programs, the integration of family planning services into broader reproductive health programs and program sustainability. UNFPA's activities complement U.S. bilateral population assistance. Because elements of China's family planning policies are inconsistent with the principles of the ICPD program of action, the United States opposes any new UNFPA China program. The previous program expired at the end of 1995.

In 1996 the United States contributed \$22.75 million to UNFPA, making it the sixth largest contributor. UNFPA core funds in 1996 totaled about \$309 million.

UN Commission on Human Settlements

The 58-member UN Commission on Human Settlements, established by the UN General Assembly in 1977, serves as the governing body for the UN Center for Human Settlements, headquartered in Nairobi, Kenya. The Center's mandate includes coordinating human settlements activities within the UN system, executing technical assistance projects, performing research and serving as a focal point for information exchange. A major focus of the Center's activities in recent years has been the housing and urban indicators program. The Commission meets every 2 years, and the 16th session is scheduled for April 28–May 7, 1997. Agenda items will include the Center's workplan for 1998–1999 and follow-up to the Habitat II Conference.

In resolution 47/180, adopted by consensus on December 22, 1992, the UN General Assembly decided to convene a second UN Conference on Human Settlements (Habitat II), which was held in Istanbul in June 1996. Coming 20 years after the first Habitat Conference in Vancouver, Habitat II made new recommendations for national actions in the field of human settlements, as well as for bilateral and multilateral assistance policies in the housing and urban sectors. The United States participated actively in Habitat II, promoting themes of sustainability, enablement and partnership, all of which are reflected in the Conference's final document, "The Habitat Agenda."

Habitat II marked the increasingly urban nature of the world as we move into the next century. It reaffirmed the concept of sustainable development and focused upon its application in the urban context. The central themes that emerged from discussions included: the primary importance of community empowerment to sustainability; the value of partnerships between public and private sectors, and with community-based organizations; the need to diversify and mobilize sources of funding, largely domestic, for urban improvements; and the benefits of an integrated approach to planning that recognizes small settlements and rural areas as critical to sustainable development. Significant progress was also made on

issues such as lead pollution, shelter access for people with disabilities and environmental justice for vulnerable groups.

UN Commission on Sustainable Development

The Commission on Sustainable Development, a functional commission of the Economic and Social Council, was established in 1993 to review the implementation of outcomes from the UN Conference on Environment and Development, especially the comprehensive set of recommendations known as Agenda 21. The Commission held its fourth session April 18–May 3 in New York. Completing its multiyear program of work, the Commission reviewed actions taken in response to the chapters of Agenda 21 that deal with the oceans and atmosphere, the last sectors of the environment not previously addressed by the Commission. Poverty alleviation, demographics, decision-making and science for sustainable development also received attention. In addition, the Commission conducted annual reviews of financing, technology transfer, production and consumption, and major groups as related to environmental sustainability.

The most significant result of the Commission's fourth session was the approval of a recommendation to the General Assembly, through ECOSOC, on arrangements to carry out the Global Plan of Action for the Protection of the Marine Environment from Land-Based Activities. The program is the principal operational outcome of the Washington conference on land-based activities, held in November 1995. The Commission also highlighted the entry into force of the UN Convention on the Law of the Sea and urged wide adherence to new international agreements on fisheries. Considerable discussion of the future role of the Commission on ocean issues led to a recommendation that the 1997 special session of the UN General Assembly on the implementation of Agenda 21 should endorse the Commission's periodic review of marine environmental issues.

In anticipation of the Commission's fifth session, which will serve as a preparatory meeting for the General Assembly's special session on follow-up to the Conference on Environment and Development, high-level discussion took place regarding the future role of the Commission, now that its initial multiyear work program has been completed. An emerging consensus began to develop that the Commission should devote its efforts to broader issues of sustainability, leaving technical environmental discussions to other fora, especially the UN Environment Program.

One important aspect of the Commission's work that will be important to continue involves providing a forum for exchanges of information about national experiences in pursuing sustainable development. In that regard, the United States made a major presentation to the Commission on the recently released report of the President's Council on Sustainable Development entitled, "Sustainable America: A New Consensus."

UN Conference on Trade and Development

The UN Conference on Trade and Development (UNCTAD) is a subsidiary organ of the General Assembly based in Geneva. It provides a forum for its 187 members to engage in policy and analytical discussions on a variety of economic subjects. The key event in 1996 was UNCTAD IX held in Midrand, South Africa, in April. UNCTAD IX significantly advanced progress on UN reform. Concrete measures adopted at Midrand will streamline institutional arrangements, focus activity on a small number of priority issues, reduce the number and length of meetings, and enhance transparency and cost-effectiveness. The Midrand directive for UNCTAD to intensify its cooperation and coordination with the WTO, ITC and other international organizations will help in reducing the duplication and overlap in activities that exist among these bodies. The United States pressed for reductions in the revised UNCTAD work program for the 1996-1997 biennium, and for a review of UNCTAD's publications policy to realize additional savings in budget expenditures.

Part 4



Human Rights and Social Issues

Human Rights

The UN Human Rights Commission (UNHRC), which met in Geneva March 18–April 26, is the principal organ in the United Nations for achieving the Charter purpose of promoting respect for human rights. It is composed of 53 members, including the United States, elected for 3-year terms. Ambassador Geraldine Ferraro led the U.S. Delegation.

The 52nd session was the third regular session following the creation of the post of High Commissioner for Human Rights. The United States cosponsored a resolution on strengthening the Center for Human Rights. The United States continued efforts to persuade the Commission to rationalize the agenda, by grouping resolutions on similar topics into a comprehensive omnibus resolution and biennializing certain thematic resolutions. The United States hopes that such reforms may make future meetings shorter and more efficient.

The United States drafted and successfully achieved Commission support for resolutions detailing human rights violations in Cuba, adopted by a vote of 20 (U.S.) to 5, with 28 abstentions, and in Sudan, adopted without a vote. The United States also supported an omnibus resolution condemning violations of human rights in the former Yugoslavia, adopted by a vote of 38 (U.S.) to 0, with 12 abstentions. Additionally, the United States presented a positive resolution on the Middle East Peace Process and a resolution on workers' rights, both of which were adopted without a vote.

The United States joined the European Union in strongly lobbying for a resolution condemning Chinese human rights violations. A Chinese proposal, which allowed "no action" on the subject, carried by a vote of 27 to 20 (U.S.), with 6 abstentions. The United States worked closely with like-minded delegations to adopt resolutions condemning human rights violations in Burma, Iran, Iraq, Burundi and Rwanda, as well as a resolution noting human rights advances in Haiti. The United States also supported a consensus statement by the Chairman on the situation of human rights advances in Chechnya.

The United States cosponsored a European Union draft resolution on the situation of human rights in Nigeria, which was adopted without a vote. During Commission discussions on indigenous rights, the United States fought to gain a greater voice for indigenous organizations.

Subcommission on the Prevention of Discrimination and Protection of Minorities

The UN Subcommission on the Prevention of Discrimination and Protection of Minorities held its 48th session in Geneva August 5-30. Independent expert David Weissbrodt participated for the United States, in his first term on the Subcommission. The Subcommission considered cases filed by individuals and nongovernmental organizations against countries alleged to display patterns of consistent violations of human rights. In addition to confidential country proceedings, the Subcommission produced resolutions on the situations of human rights in the Middle East, Iraq, Rwanda, Kosovo, Burundi and Iran.

General Assembly

During the 51st UN General Assembly, the United States played a leading role in obtaining passage of updated resolutions addressing country-specific situations. High points of the 51st General Assembly were the U.S.-sponsored resolutions on the situations of human rights in the former Yugoslavia (Resolution 51/116), adopted by a vote of 136 (U.S.) to 1, with 28 abstentions; in Cuba (Resolution 51/113), adopted by a vote of 62 (U.S.) to 25, with 84 abstentions; and in Sudan (Resolution 51/112), adopted by a vote of 100 (U.S.) to 16, with 50 abstentions. The United States introduced a positive Middle East resolution (Resolution 51/29), which passed in plenary by a vote of 159 (U.S.) to 3, with 2 abstentions.

The United States cosponsored a number of thematic resolutions, including those on strengthening the rule of law, effective implementation of international human rights instruments, the elimination of all forms of religious intolerance and the rights of minorities. The United States continued efforts to biennialize resolutions.

The United States continued its strong participation in the UN human rights mechanisms throughout 1996. The Commission and General Assembly provided opportunities for the United States to highlight its concern over continued violations of human rights in a number of countries. Independent expert David Weissbrodt echoed that message at the Subcommission. Eighty-five resolutions on human rights issues were passed by the UNHRC. The UN General Assembly passed more than 80 resolutions.

Resolutions addressing specific violations emphasized to offending countries that the international community will not stop its scrutiny of abuses. Thematic resolutions allowed the United States to enunciate policy goals on supporting the Human Rights Center and the High Commissioner for Human Rights, denouncing violence against women and supporting

the Beijing women's conference, and eliminating prejudice, racism and intolerance.

Status of Women

Commission on the Status of Women

The 40th session of the Commission on the Status of Women (CSW) met in New York, March 11-22, 1996. Linda Tarr-Whelan, the U.S. Representative to the CSW, led the U.S. Delegation.

The main agenda items were: follow-up to the Fourth World Conference on Women; drafting of an optional protocol to the Convention on the Elimination of All Forms of Discrimination Against Women; three priority themes—poverty, stereotyping of women in the media, and sharing of work and family responsibilities; and the working group on communications.

The Commission took action on 16 resolutions—14 were adopted by consensus and 2 were adopted by a vote.

The United States introduced a resolution on "Integration of women in the Middle East peace process," which welcomes the peace process and urges that women be included. It was adopted by a vote of 27 (U.S.) to 2, with 11 abstentions.

The United States cosponsored two additional resolutions: Australia's text on "Mainstreaming the human rights of women," which stresses the need to intensify efforts of cooperation and coordination to ensure that the human rights of women and girls are integrated into the work of the UN system; and the G-77 text on "Women and the media," which condemns the murders and acts of violence and terrorism committed against women journalists, particularly in Algeria.

The United States called for a vote on the G-77 resolution entitled "Palestinian women," which the United States believes is one-sided in its criticism of Israel. It was adopted by a vote of 36 to 1 (U.S.), with 7 abstentions.

At its 39th (1995) session, the Commission decided to establish an open-ended working group at its 40th session with a view to elaborating a draft optional protocol to the Convention on the Elimination of All Forms of Discrimination Against Women.

Prior to the 40th session, the Committee on the Elimination of Discrimination Against Women (CEDAW), the international supervisory body for the women's convention, prepared for consideration by the open-ended working group a draft of possible elements for an optional protocol.

The open-ended working group agreed to discuss—without adopting, amending or rejecting—each of the draft elements prepared by CEDAW. At the end of the 2-week session, the working group adopted a draft resolution, subsequently adopted by the Commission, which calls for the Secretariat to prepare certain reports and asks ECOSOC to renew the mandate of the working group for the 41st session of the CSW, subject to the avail-

ability of resources. The report reflects the significant level of disagreement that existed among delegations about the substantive elements of a draft optional protocol.

By resolution 1983/27, ECOSOC reaffirmed the CSW's mandate to consider confidential and nonconfidential communications on the status of women and to make recommendations to ECOSOC as to what action should be taken on emerging trends and patterns of discrimination against women revealed by such communications. It authorized the CSW to establish a five-member working group to consider the communications with a view to bringing to the Commission's attention those communications which appear to reveal a consistent pattern of reliably attested injustice and discriminatory practices against women.

Algeria, Costa Rica, Lebanon, Slovakia and the United States were selected by their regional groups to serve on the working group of the CSW's 40th session. As chair, the United States drafted the report and presented it at a closed meeting of the CSW, which took place March 21. The report highlighted the nature of the communications received. It also stated that the CSW communications procedure was not sufficient and, therefore, not effective, and recommended that the procedure be further improved.

Economic and Social Council Consideration

At its substantive session, the Council considered the advancement of women under agenda item 5(e). The Council adopted four resolutions and three decisions. The United States called for a vote on the resolution entitled "Palestinian women." The resolution was adopted by a vote of 46 to 1 (U.S.), with 1 abstention.

General Assembly Consideration

"Advancement of Women" and "Follow-up to the Fourth World Conference on Women" were discussed under agenda items 103 and 104. Five resolutions were introduced and adopted without a vote.

Because of financial implications, the United States disassociated from consensus when the resolution on the "Convention on the Elimination of All Forms of Discrimination Against Women" was adopted. (Resolution 51/68.) Afterward, the United States made a statement reiterating support for the elaboration of a draft Optional Protocol to the Women's Convention, and expressing disappointment that the Secretariat could not accommodate this activity within the existing program budget.

The United States cosponsored the resolution on "Improvement of the status of women in the Secretariat," which acknowledges the gains that have been made (women hold 35 percent of professional level positions in the UN Secretariat) and urges the United Nations to continue to work towards the Secretary General's goal of 50/50 gender distribution by the year 2000. (Resolution 51/67.)

Crime Prevention and Control

The UN Commission on Crime Prevention and Criminal Justice is the principal intergovernmental policy-making body of the United Nations in this field. The Commission held its fifth session in Vienna, May 21-31. The United States continued to push for budgetary discipline and implementation of program management and oversight programs. The United States continued its successful efforts to avoid excessive politicization of the UN crime program over the terrorism issue and to limit the number of resolutions flowing through the Commission.

Pursuant to a Presidential initiative announced by President Clinton during his October 1995 address to the UN General Assembly, the United States introduced a draft International Declaration on Crime and Public Security, which was adopted with some revisions by the Commission and subsequently submitted to the Economic and Social Council for passage in July and adoption by the UN General Assembly. Other resolutions adopted by the Commission dealt with such issues as an international code of conduct for public officials, international cooperation and assistance in management of the criminal justice system, and elimination of violence against women.

The UN General Assembly adopted the UN Declaration on Crime and Public Security (Resolution 51/60) on December 12. The declaration represents international consensus on a broad range of issues related to effective methods for combating transnational crime, including drug trafficking, money laundering and organized crime.

The United States provided funding for the UN Interregional Crime and Justice Research Institute to implement an anticorruption project. This project will develop illustrative case studies that will address the requirements for legislative and regulatory frameworks to institute permanent anticorruption measures in Central Europe and the New Independent States of the former Soviet Union. The UN General Assembly also adopted by consensus a U.S. draft Declaration against Corruption and Bribery in International Commercial Transactions. (Resolution 51/191.)

Drug Abuse Control

The UN International Drug Control Program (UNDCP) and the International Narcotics Control Board (INCB), based in Vienna, are the primary UN drug control organizations. Both are key organizations supporting U.S. drug control objectives.

With a budget of \$84.5 million in 1996, UNDCP, a voluntarily funded program with UN regular budget support, provided drug control assistance to 65 countries threatened by illicit production, trafficking and abuse. The U.S. contribution, provided by the Department of State's Bureau of International Narcotics and Law Enforcement Matters, was \$6.344 million for specific programs to target heroin production and trafficking, and for implementation of the UN drug conventions.

During 1996 UNDCP promoted cooperation on such transnational issues as chemical control and maritime cooperation. With strong U.S. support, the UNDCP engaged the largest heroin producing countries to take measures to address the drug threat. UNDCP programs offered opportunities for the United States to target aid to the opium-producing countries in Asia such as Burma and Afghanistan, where extensive bilateral counterdrug aid was constrained for political or logistical reasons.

U.S. objectives during 1996 were bolstered by UN efforts to ensure that governments complied with the three UN drug conventions. Such assistance included legislative aid to countries in developing their national drug control plans. UNDCP also made strides in 1996 in promoting drug control objectives in the programs of other UN agency development programs, including UNICEF and UNDP.

U.S. Representatives participated in the meeting of the 53-member UN Commission on Narcotic Drugs (CND) (March), as well as drug-related meetings of the ECOSOC (July) and the UN General Assembly (October). The drug control issue was given special prominence at the ECOSOC during its 2-day high-level segment, at which time countries renewed political commitments in addressing the drug threat.

At the CND meeting, the United States presented resolutions to target money laundering and control of chemicals and stimulants, and helped advance proposals on demand reduction, maritime cooperation and coordination of UN drug control activities.

The United States also worked with other countries at the CND to modify a proposal that originally called for a major international drug conference. U.S. Delegates argued that there should be a moratorium on major UN system conferences, which tend to consume large amounts of financial and staff resources. The U.S. Government also questioned the need for developing new initiatives when the basis for drug control cooperation—the three UN drug conventions—had yet to be ratified and implemented by numerous countries. As a result, the CND recommended that the UN General Assembly agree to convene a scaled-down 3-day special session of the Assembly on narcotics in 1998. This session will mark the 10-year anniversary of the adoption of the 1988 UN Drug Convention, and will focus on the implementation of the 1988 convention as well as the 1961 and 1971 UN drug conventions. The UN General Assembly, in December, approved the proposal of the CND. (Resolution 51/64.)

Coordinating UN Disaster Relief and Humanitarian Assistance

A key U.S. priority over the last several years has been to enhance the coordination of UN emergency relief efforts. The United States strongly supported General Assembly resolution 46/182, which established the position of the Emergency Relief Coordinator; and ECOSOC resolution 1995/56, which recognized the differences and limitations in the capacity of UN humanitarian agencies to respond to emergencies and urged the

governing bodies of the relevant agencies to review, during the 1995-1997 period, issues concerning the role and operational responsibilities as well as the operational and financial capabilities of their respective organizations. These agencies were also asked by ECOSOC to include in their reports to its 1996 substantive session a section on their progress in this regard.

Economic and Social Council Consideration

During ECOSOC discussions on "Special economic, humanitarian and disaster relief assistance," agenda item 5(a), the United States focused on the need to improve the coherence, timeliness and coordination of UN emergency assistance through, *inter alia*, the consolidated appeals process and the Inter-Agency Standing Committee.

The Council adopted a consensus resolution under this agenda item entitled "Strengthening of the coordination of emergency humanitarian assistance of the United Nations." (Resolution 1996/33.) This resolution, which the United States cosponsored, is procedural in nature. It sets the ECOSOC session in 1997 as the deadline for submission of the comprehensive analytical report called for in ECOSOC resolution 1995/56. It also calls upon the Inter-Agency Standing Committee to adopt clear work plans and timetables for the working groups established in the follow-up to resolution 1995/56; urges all relevant organizations of the UN system to actively participate in the follow-up process; encourages governments to ensure coherence in the direction given to the governing bodies of relevant agencies; and calls upon the Department of Humanitarian Affairs (DHA) to continue to convene regular, informal and open-ended information meetings with member and observer states, and relevant organizations.

The Council also adopted resolution 1996/32 on "Assistance for the reconstruction and development of Lebanon," which the United States cosponsored.

Under agenda item 6(h), the Council adopted consensus resolution 1996/45, entitled "International Decade for Natural Disaster Reduction." It calls for implementation of the international framework for action for the Decade and the incorporation of the Yokohama Strategy and Plan of Action into follow-up activities of major UN conferences.

General Assembly Consideration

The General Assembly deliberated on strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, under agenda item 21.

The United States expressed its support for the work of DHA in coordinating humanitarian assistance, citing more effective cooperation within the Secretariat among the DHA, Department of Political Affairs and the Department for Peacekeeping Operations; establishment within DHA of a Military and Civil Defense Unit; signing of memoranda of understanding among several operational agencies to improve the coordination of humanitarian assistance; improvements in the consolidated appeals pro-

cess and dissemination of information on donor funding; and the launching of ReliefWeb as a global information system on humanitarian emergencies.

The United States noted that the United Nations still faces many challenges in responding effectively to humanitarian crises, including improving coordination between the Secretariat and the UN operational agencies at headquarters and in the field; making better use of the Inter-Agency Standing Committee as the primary decision-making body for agencies involved in complex humanitarian emergencies; and improving the transition from humanitarian relief to sustainable recovery.

The General Assembly adopted several resolutions under this agenda item: an omnibus resolution on coordination of humanitarian assistance and 13 resolutions on emergency assistance for specific countries.

The United States was one of 66 cosponsors of the omnibus resolution entitled "Strengthening the coordination of emergency humanitarian assistance of the United Nations." The resolution was adopted by consensus, and it was cosponsored by a broad cross-section of the UN membership. Nevertheless, negotiations about language involving human rights, national sovereignty and financing of DHA were contentious.

The United States cosponsored and joined consensus in adopting resolutions on the former Yugoslavia, Lebanon, Mozambique and Rwanda. The United States joined consensus in adopting resolutions on Liberia, Comoros, Djibouti, Somalia, Palestinian People, Front-Line States and Afghanistan.

The United States called for a vote on the resolution concerning Sudan because the Government of Sudan had politicized it by including language supporting the Political Charter and proposing governmental involvement in the management and operations of Operation Lifeline Sudan. The resolution was adopted by a vote of 103 to 34 (U.S.), with 15 abstentions. (Resolution 51/30 L.)

ReliefWeb

Effectively responding to and managing complex humanitarian emergencies is central to the purpose of the United Nations "to maintain international peace and security." To do that job well, governments and the UN system of Secretariat departments, specialized agencies and supporting volunteer bodies and nongovernmental organizations (NGOs) must share vital operational information. Without constantly updated and accurate information about such matters as washed-out roads, landmines, disease infested water or outbreaks of violence, aid workers and refugees may die. Relief managers must know the location of victims of violence and the best routes for the food and supplies they need. Unfortunately, information had not been effectively shared until very recently.

To resolve this problem, the U.S. Government proposed ReliefWeb, a low-cost system managed by the UN Department of Humanitarian Affairs in cooperation with the entire relief community. ReliefWeb pulls informa-

tion from the field and posts it on the Internet. It links low-tech relief operations with modern telecommunications and information management technologies and is a central feature of the U.S. Government's effort to reform UN emergency information management, in particular, and to reform information management, in general.

ReliefWeb emerged from the pilot phase in October 1996 and has been adopted by the UN General Assembly in resolution 51/194 as the "global humanitarian information system for the dissemination of reliable and timely information on emergencies and natural disasters." The General Assembly also encouraged all governments, UN agencies, funds, programs and other relevant organizations, including NGOs, to support ReliefWeb and actively participate in the ReliefWeb information exchange through the Department of Humanitarian Affairs.

ReliefWeb was designed by field workers and headquarters staffs in the relief and peacekeeping communities and uses the Internet and other tools in order to respond to unique information-sharing problems, i.e., a subordinate e-mail list server that focuses on the emergency in South Sudan, a news service that focuses on the Great Lakes region and a special network that links camps in Azerbaijan. These inexpensive tools and others under development that require no networks increasingly reach right into deep field operations. But the core of ReliefWeb is a new philosophy of information sharing developed by DHA. Timely and accurate operational information can save lives. As an example, within 24 hours of a remote volcano eruption that directly threatened refugees in Zaire, ReliefWeb sent deep-field relief workers who were out of reach of computers clear satellite-based imagery showing the precise location and direction of lava flows.

Through an experiment called REMAPS and other efforts, ReliefWeb is also looking for innovations to make the best geospatial and information management technologies available to deep-field workers with no direct link to the outside world. These efforts hold the promise of both enhancing information sharing and helping relief workers do their jobs more effectively with less effort.

ReliefWeb's world wide web address is <http://www.reliefweb.int/>. See also <http://www.state.gov/www/issues/relief/field.html>.

World Food Program

The World Food Program (WFP) is the UN system's principal vehicle for multilateral food aid, including emergency food intervention and grant development assistance. Established in 1963 in Rome under UN and FAO auspices, WFP uses commodities and cash provided by donor countries to support social and economic development, protracted refugee and displaced persons projects, and emergency food assistance in natural disaster or man-made crisis situations. The Program fed some 50 million people in 1996. With strong U.S. support, WFP has established formal working relationships with the UN High Commissioner for Refugees (UNHCR), the

UN Children's Fund (UNICEF) and key NGOs, who often act as distribution partners in the field.

Aid for long-standing complex emergencies (particularly the former Soviet Union, former Yugoslavia and sub-Saharan Africa) continues to strain WFP's oversubscribed resources. As a result, WFP currently spends over two-thirds of its resources on emergency and other humanitarian relief projects, leaving less than one-third for development activities. WFP development projects seek to improve agricultural production, rural infrastructure, nutrition and the environment. Mother-child and school feeding interventions are aimed at improving the nutrition and quality of life of the most vulnerable people. Food-for-work projects help build infrastructure and promote the self-reliance of the poor through labor-intensive programs.

WFP operates exclusively from voluntary contributions of commodities and cash donated by governments. For 1996 WFP garnered \$1.4 billion. The United States gave almost a third: \$455 million in commodities and transport costs, consisting largely of \$425 million in U.S. AID-administered Public Law 480 (Farm Bill) Title II funds, an additional \$14 million from other U.S. AID resources and \$15 million via the State Department. Catherine Bertini, WFP's first American and first woman Executive Director, will complete her first term in March 1997.

The United States was a permanent member of WFP's governing board, which was termed the Committee on Food Aid Policies and Programs until 1995. In 1996 leadership was assumed by a smaller Executive Board, which retains regional balance among its membership. The United States was a member of the Executive Board in 1996. Agenda concerns continue to be dominated by declining donor resources for development and burgeoning emergency and refugee populations. The United States has encouraged the organization to focus on its comparative advantage in relief and rehabilitation instead of development, which is better handled elsewhere in the UN system. In addition, newly prosperous nations are being encouraged to assume WFP's work within their borders, as WFP seeks to restrict its development assistance to the world's very poorest.

UN High Commissioner for Refugees

Executive Committee Action

Themes of the 47th session of the UN High Commissioner for Refugees (UNHCR) Executive Committee (EXCOM), which met October 7-11, included the pursuit and implementation of durable solutions to refugee situations; UNHCR's "change management" process designed to streamline the organization's operations at headquarters and in the field to achieve greater efficiency and effectiveness; UNHCR efforts to improve emergency response and participate in strengthened coordination of humanitarian assistance; and UNHCR actions to integrate policy priorities—refugee women, refugee children and the environment—into field operations. The EXCOM approved a 1997 general program budget of \$452.6

million, took note of a preliminary 1997 special program budget of \$690.5 million (including major operations in the former Yugoslavia and the Great Lakes region of Central Africa), and approved revised financial regulations. EXCOM's standing committee of the whole met five times in 1996 to discuss and provide guidance on protection, policy, management, finance and program issues affecting the organization.

General Assembly Consideration

The United States cosponsored two resolutions related to refugees at the 51st General Assembly. Both were adopted by consensus. One was the omnibus resolution on the "Office of the UN High Commissioner for Refugees" (Resolution 51/75); it focuses on the need to pursue and implement durable solutions. The other resolution followed up on the "Regional conference to address the problems of refugees, displaced persons, other forms of involuntary displacement and returnees in the countries of the Commonwealth of Independent States and relevant neighboring states." (Resolution 51/70.) The regional conference was held in May 1996 in Geneva. Four additional resolutions voted on December 12 related to refugees were adopted by consensus: "Assistance to refugees, returnees and displaced persons in Africa" (Resolution 51/71), "Assistance to unaccompanied refugee minors" (Resolution 51/73), "New international humanitarian order" (Resolution 51/74) and "Enlargement of the Executive Committee of the Program of the UN High Commissioner for Refugees" (Resolution 51/72) to include Poland and South Africa as new EXCOM members.

World Social Situation

In accordance with General Assembly resolution 50/161, the Commission for Social Development met in special session May 21-31. Although the United States called for a vote and voted "no," the Commission adopted draft resolution E/CN.5/1996/L.5, "Follow-up to the World Summit for Social Development and the future role of the Commission for Social Development," which expanded the membership of the Commission from 32 to 46 members and increased meetings from biennial to annual sessions of 8 days. The United States was able to join consensus on draft resolution E/CN.5/1996/L.4, "Strategies and actions for the eradication of poverty," and draft decision E/CN.5/1996/L.6, which established an informal support group to assist the Commission in preparation for the 1999 UN International Year of Older Persons.

On October 16 the General Assembly considered the report of the Secretary General on Implementation of the Outcome of the World Summit for Social Development. In their statements, member states called for concrete national action supported by international development assistance to meet social development goals. Special attention was given to the need to empower women and children, the elderly and persons with disabilities through social development programs.

The U.S. plenary statement on implementation of the outcome of the Social Summit highlighted domestic and international actions taken by the United States to alleviate poverty by attacking its root causes.

Resolution 51/202, "Implementation of the outcome of the World Summit for Social Development," reaffirmed the commitments made at the Social Summit and the plan to hold a special session in the year 2000 for the overall review and appraisal of implementation of the outcome of the Summit. According to the resolution, a preparatory committee of the whole of the General Assembly is to be established at its 52nd session; the committee will hold an organizational session in 1998 and initiate its substantive activities in 1999. The United States cosponsored the resolution, which was adopted, without a vote, on December 17.

Only one resolution was put forward under the Third Committee agenda item on social development. Resolution 51/58, "The role of cooperatives in the light of new economic and social trends," urged that due consideration be given to the role and contribution of cooperatives in the implementation of the outcome of the Social Summit and that the International Day of Cooperatives be observed. The resolution was adopted, without a vote, on December 12.

In resolution 51/178, "First UN Decade for the Eradication of Poverty," the General Assembly decided that the theme for the first UN Decade for the Eradication of Poverty shall be "Eradicating poverty is an ethical, social, political and economic imperative of humankind" and stressed the need for governments and the international community to launch programs to eradicate poverty. The resolution was adopted, without a vote, on December 16.

Part 5



Science, Technology and Research

UN Environment Program

The UN Environment Program (UNEP) is the UN's principal environment organization, responsible for catalyzing action on global environmental problems. UNEP also supports the collection, assessment and dissemination of environmentally related information.

The U.S. contribution to UNEP was reduced from \$15 million in 1995 to \$7 million in 1996. This had a negative effect on the organization's ability to carry out its general programs because the United States is the major donor to the environment fund. Several other governments also lowered their contributions.

UNEP reorganized its program of work in 1996 to account for the decline in funding. The 1996-1997 biennium budget for the environment fund was planned using a \$90 million figure, but contributions lagged significantly. While UNEP did receive \$45 million dollars by the end of 1996, the program was reviewed and priorities established for the 1997 year using a lower income amount.

Despite these problems, UNEP continued to make progress on key issues of importance to the United States. It supported the implementation of various international environmental agreements such as the Basel Convention on trade in hazardous wastes; the Vienna Convention and Montreal Protocol to reduce the use of ozone-depleting substances; the Biodiversity Convention to protect against species loss; and the Convention to Combat Desertification. UNEP also continued its work through the regional seas program to implement the Global Program of Action for the Protection of the Marine Environment from Land-Based Activities (Resolution 18/31). UNEP was also instrumental in promoting international efforts to limit certain hazardous chemicals and pesticides, in particular those such as DDT and PCBs.

The United States also continued its support for UNEP's scientific monitoring and assessment, Earthwatch, through participation in several of its programs, in particular, the Global Resource Information Database (GRID), the Global Environmental Monitoring System (GEMS Air and

Water) and the environmental information retrieval system (INFOTERRA).

Protection of the World Climate

The parties to the UN Framework Convention on Climate Change (FCCC), which entered into force in March 1994, continued their efforts to strengthen the global response to the threat of climate change. Over 160 nations have ratified the convention and participate in the negotiations. This process, inaugurated at the first Conference of the Parties in Berlin in 1995, is to culminate in an agreement on a protocol or other legal instrument covering actions in the post-2000 period. The agreement is slated for completion at the third Conference of the Parties in December 1997.

Upon U.S. urging, the early stages of this process focused on analysis and assessment. At the second Conference of the Parties, held in Geneva in July 1996, a large majority of parties agreed to a ministerial declaration that defined the direction of negotiations leading to the third Conference of the Parties. The United States strongly supported this declaration, which contained many provisions advocated at the meeting by the United States. In the U.S. view, the new legal instrument should strengthen action on climate change by:

- Setting legally binding targets and timetables for developed country parties (a notable departure from the approach adopted in the FCCC, in which developed countries agreed to a nonbinding aim to control their greenhouse gas emissions);
- Minimizing implementation costs through flexibility in how, where and when emissions are reduced (e.g., freedom to choose appropriate national policies and measures, trading international emissions, joint implementation and multiyear emissions budgets);
- Continuing to advance the implementation of commitments for developing country parties; and
- Including a mechanism for reviewing and, if necessary, strengthening whatever commitments are set.

Work also continued in the Intergovernmental Panel on Climate Change (IPCC). The member states agreed to a 1997 work plan at the 12th plenary session in September 1996, focusing on those issues which most effectively assist the FCCC parties in their deliberations. In addition to considering the process for the preparation of the Third Assessment Report (due in 2000), the IPCC has completed shorter assessments on climate change impacts, the effects of actions by developed countries, and evaluations of climate change models. The IPCC also elected a new chairman, Dr. Robert Watson of the United States. He will assume this position at the 13th plenary in September 1997.

UN Scientific Committee on the Effects of Atomic Radiation

The UN Scientific Committee on the Effects of Atomic Radiation (UNSCEAR) was established by the General Assembly in 1955 to provide continuous review and evaluation of the effects of ionizing radiation on humans and their environment. Radiation in this context covers both natural and man-made (i.e., from atmospheric and surface nuclear explosions) environmental radiation, and medical and occupational exposures. The Committee receives, assembles and compiles reports and information furnished by its member states, members of the United Nations, specialized agencies, the IAEA and nongovernmental organizations on observed levels of ionizing radiation and on scientific observations and experiments relevant to the effects of ionizing radiation on people and the environment.

The 45th session of UNSCEAR met June 17-21 in Vienna, Austria. On the basis of documents prepared by the UNSCEAR Secretariat, the Committee reviewed and worked on the following documents: Sources of Radiation Exposure, Combined Effects of Radiation and Other Agents, Dose Assessment for Radionuclides, Effects of Radiation on the Environment, DNA Repair and Mutagenesis, Chernobyl: Local Doses and Effects, Epidemiology, Hereditary Effects and Report to the General Assembly.

Part 6



Legal Developments

International Court of Justice

The International Court of Justice (ICJ) is the principal judicial organ of the United Nations. The Court decides cases submitted to it by states and gives advisory opinions on legal questions at the request of international organizations authorized to request such opinions. In recent years, the Court has had more cases on its docket than ever before.

The Court is composed of 15 judges, no two of whom may be nationals of the same state. During 1996, the Court was composed as follows: Mohammed Bedjaoui (Algeria—President), Stephen M. Schwelb (United States—Vice President), Shigeru Oda (Japan), Gilbert Guillaume (France), Mohamed Shahabuddeen (Guyana), Christopher G. Weeramantry (Sri Lanka), Raymond Ranjeva (Madagascar), Geza Herczegh (Hungary), Shi Juyong (China), Carl-August Fleischhauer (Germany), Abdul G. Koroma (Sierra Leone), Vladlen S. Vereshchetin (Russia), Luigi Ferrari Bravo (Italy), Rosalyn Higgins (United Kingdom) and Gonzalo Parra-Aranguren (Venezuela, elected on February 28, 1996).

The UN General Assembly and the Security Council, voting separately, elect the judges from a list of persons nominated by national groups on the Permanent Court of Arbitration. Judges are elected for 9-year terms, with 5 judges elected every 3 years. At elections held in the Security Council and General Assembly on November 6, 1996, Judges Bedjaoui, Schwelb and Vereshchetin were reelected to additional 9-year terms. Judges Pieter H. Kooijmans (Netherlands) and Jose F. Rezak (Brazil) were elected to fill seats previously held by Judges Shahabuddeen and Ferrari Bravo.

The United States was involved in the following matters in the Court since the last report.

Legality of the Use by a State of Nuclear Weapons in Armed Conflict (Request for Advisory Opinion by the World Health Organization). On August 27, 1993, the World Health Organization (WHO) submitted a request to the Court for an advisory opinion regarding the legality of the use of nuclear weapons in time of war or other armed conflict. The United States submitted written comments on this request and on

a related request initiated by the General Assembly and took part in the Court's oral hearings held between October 30 and November 15, 1995. On July 8, 1996, the Court announced an opinion in which it declined to answer the questions posed by WHO, on the ground that the request did not arise within the scope of the activities of WHO.

Legality of the Threat or Use of Nuclear Weapons (Request for an Advisory Opinion by the United Nations General Assembly). On December 15, 1994, the UN General Assembly also requested an advisory opinion regarding the legality of the threat or use of nuclear weapons under international law. (Resolution 49/75 K.) The United States also filed written comments on this request, and took part in the Court's oral hearings between October 30 and November 15, 1995. On July 8, 1996, the Court rendered a complex opinion in which it concluded that international law neither specifically authorized nor specifically prohibited the threat or use of nuclear weapons and that the use of nuclear weapons must comply with the general requirements of international law applicable in armed conflict. In a 7 to 7 vote, with President Bedjaoui casting the tie-breaking vote, the Court found that "the threat or use of nuclear weapons would generally be contrary to the rules of international law applicable in armed conflict." However, the Court declined to pronounce on the legality of the use of nuclear weapons in a situation of "extreme self-defense" where the survival of a state was threatened, or in response to the use of nuclear, biological or chemical weapons by an enemy. Further, the Court declined to pronounce on the legality of a policy of nuclear deterrence.

Iran v. United States of America. On November 2, 1992, Iran brought a case against the United States charging that U.S. military actions against Iranian oil platforms in the Persian Gulf during the conflict between Iran and Iraq violated the 1955 Treaty of Amity between the two countries. The incidents cited by Iran followed attacks by Iranian military forces against U.S. naval and commercial vessels in the Gulf. The United States filed a Preliminary Objection to the Court's jurisdiction, and took part in hearings on that objection during September 16-24, 1996. On December 12 the Court rendered a decision agreeing with the U.S. position that it did not have jurisdiction under two of the three treaty articles invoked by Iran, but concluding that it had jurisdiction to consider a third treaty claim. On December 16 the Court ordered the United States to file its Counter Memorial in the case by June 23, 1997.

Libyan Arab Jamahiriya v. United States of America. On March 3, 1992, Libya initiated cases against the United States and the United Kingdom charging violations of the 1971 Montreal (Air Sabotage) Convention, asserting that the United States and the United Kingdom interfered with Libya's alleged right to try individuals suspected of the bombing of Pan Am flight 103 over Lockerbie, Scotland, on December 21, 1988. On June 20, 1995, the United States filed Preliminary Objections to the Court's jurisdiction in the case; the United Kingdom also filed such Preliminary

Objections. Libya filed Observations and Conclusions in response on December 20, 1995. On December 6, 1996, the Court notified the United States that hearings on the Preliminary Objections would take place during the autumn of 1997.

International Law Commission

The International Law Commission (ILC) was established in 1948 to promote the codification and progressive development of international law. Its 34 members, persons of recognized competence in international law who serve in their individual capacities, are elected by the General Assembly for 5-year terms. On November 11, 1996, Mr. Robert Rosenstock of the United States was elected to serve a second 5-year term on the Commission, beginning January 1, 1997.

The Commission studies international law topics it determines to be suitable for codification or progressive development or that are referred to it by the General Assembly. It generally selects one of its members (designated a "special rapporteur") to prepare reports on each topic and, after discussion, to draft articles for adoption by the Commission. The Commission reports annually on its work to the General Assembly.

At its 1996 session, the Sixth Committee of the General Assembly considered the ILC's report on its 48th session held May 6-July 26 in Geneva. The debate highlighted that the Commission had an unusually productive year. After many years, the ILC completed work on a draft "Code of crimes against the peace and security of mankind." It completed its first reading of draft articles on "State responsibility." In light of questions posed by the United States and other governments regarding the ILC's work on "international liability for injurious consequences arising out of acts not prohibited by international law," the Commission requested governments' views on key questions affecting this topic. It completed a preliminary study on "State succession and its impact on nationality," began substantive work on "reservations to treaties," and prepared a detailed report on its methods of work.

UN Commission on International Trade Law

The UN Commission on International Trade Law (UNCITRAL) was established by General Assembly resolution 2205 (XXI) in 1966. Its mandate is the progressive codification of international trade and commercial law, often through negotiation of multilateral treaties, drafting of model national laws, and international trade and commercial law guides. Headquartered in Vienna, Austria, the Commission meets annually in plenary session and normally holds 4 weeks of working group sessions annually on each project under way. The 1996 work program is reviewed generally in the annual report of its plenary session, A/51/17.

UN Model Law on Electronic Commerce

The Commission had deliberated on the basic rules to support electronic commerce at its 1995 plenary session (see A/50/17), and completed this work at its 1996 meeting by consensus of approximately 60 member and observer states. The final text was approved by the General Assembly (Resolution 51/161) and endorsed for use by states. The text adopted a broad definition of "commerce" so as to promote the use of computer-based messaging and contracting in as wide a field of trade activities as possible. The final provisions support the validity of contracts entered into through computer methods, and establishes standards for admissibility of evidence, retention requirements and attribution of the source of and risk allocation with regard to electronic messages. Special provisions were included on electronic bills of lading and transport documents in a new part II of the text, to which further special industry sector provisions may be added from time to time. A guide to enactment has also been issued.

UNCITRAL "Notes" on Organizing Arbitral Proceedings

After 2 years' effort, with assistance from private sector and international arbitration associations, the Commission completed a review of issues to be considered by parties in commercial arbitration in establishing their arbitral process. The list of issues and explanatory material build on the widely used UNCITRAL Arbitration Rules and Model Law on Commercial Arbitration. Included are choice of language, confidentiality, whether to define points of disagreement, evidence, etc. The notes are expected to be employed more often by medium-sized and smaller companies that may not have regular arbitration counsel, and have already been applied by developing countries in organizing commercial arbitration with foreign investment sources.

Draft UN Model Law on Cross-Border Insolvency

The Commission's Working Group on Cross-border Insolvency completed the first of 2 years' expected work on rules aimed at assuring cooperation between national judicial authorities in the handling of multinationally based commercial entities in economic distress, so that a coordinated approach is taken toward cases where assets, production, raw resources and labor may be in different countries. The draft rules are intended to assure that representatives of foreign insolvency proceedings have rights of access to judicial actions in other countries, that some form of mandatory stay is issued to preserve assets, that foreign creditors are treated fairly, and that judicial authorities are authorized to cooperate with their counterparts in other countries. The Commission will seek to finalize these rules at its 1997 plenary session.

Draft Convention on Accounts Receivable Financing

The Commission has undertaken an ambitious effort to upgrade and harmonize rules relating to a basic method for obtaining commercial finance. This effort must bridge the gap between the United States and

other countries that have modern commercial law permitting security interests to be created in moveable property and accounts receivable, and other countries whose laws restrict credit by requiring collateral such as buildings, or otherwise have not yet been modernized. The United States is also seeking to apply these rules to "bulk" assignments of credit card, toll road and other high volume modern receivables, which can provide a new source of credit for developing and emerging states' markets. Access to new credit sources also will require that such a convention also be based on internationally accessible computerized registries. The Commission is expected to seek to finalize the convention in 1999.

Future Work

International Project Finance. The Commission authorized work to proceed on various new methods of mixing private and public sector financing, and private sector development of long-term infrastructure projects, primarily for developing countries. This will include "build-operate-transfer" contracts, which are now widely used or proposed for many recipient states of international assistance. The Commission has not determined whether to prepare model legislative provisions, legal guides or other international texts to facilitate such projects, which typically include communication systems, road and transportation systems, power sources, water supplies and others.

Electronic Commerce. The Commission authorized its working group on electronic commerce to initiate work on digital signatures, and other forms of electronic identification and attribution of computer messages. This is a key factor in building an international communications infrastructure to be based on computer technology. U.S. positions will be coordinated with the efforts of a number of states in the United States seeking to adopt legislation on this topic.

International Transport Law. The Commission requested private and public sector groups in all states, as well as international associations involved in transport law, to provide recommendations on future work concerning carriage of goods by various modes of transportation, initially emphasizing the maritime trades. Recommendations are expected on all aspects of carriage of goods, and may include reconsideration of existing multilateral treaty systems, which have not produced harmonization of standards.

International Criminal Court

The United Nations is reviewing a 1994 proposal by the International Law Commission (ILC) to establish an international criminal court. The ILC proposed to create by treaty a permanent tribunal with jurisdiction to prosecute individuals who commit crimes of serious concern to the international community as a whole, including genocide, war crimes and crimes against humanity.

In 1994 the General Assembly established an *ad hoc* committee to review the major substantive and administrative issues arising out of the ILC's proposal. That committee met for 4 weeks in 1995. On the basis of its work, the General Assembly, in resolution 50/46, decided to establish a Preparatory Committee (PrepCom) open to member states and specialized agencies to study further the issues raised by the ILC text and prepare a widely acceptable draft text of a treaty for consideration at a diplomatic conference.

The PrepCom met for two 3-week sessions in the spring and summer of 1996. The United States played an active role at these sessions. There appears to be widespread support for the creation of a court, but governments need to reach a broader consensus on many key issues. Substantial work remains on major policy matters such as (1) which crimes should fall within the jurisdiction of the court, (2) when the court should have jurisdiction *vis-a-vis* national criminal justice systems, and (3) how a case should get started and, in particular, what role the Security Council should play in that process. Also, important technical work needs to be completed regarding, for example, the general principles of criminal law that should guide the court and the court's rules of procedure.

In December 1996 the General Assembly adopted resolution 51/207, deciding that the PrepCom would meet three times in 1997 and once in early 1998, in order to complete the drafting of a widely acceptable consolidated text of a treaty to be submitted to a diplomatic conference to be held in 1998. The General Assembly further decided to place the establishment of the proposed court on its agenda for the 52nd session, in order to make the necessary arrangements for the diplomatic conference of plenipotentiaries to be held in 1998, unless the General Assembly decides otherwise in view of relevant circumstances.

Decade of International Law

In resolution 44/23 of November 17, 1989, the General Assembly declared the period 1990–1999 the UN Decade of International Law (UN Decade). The four major goals of the UN decade are to: promote acceptance of and respect for the principles of international law; promote means and methods for the peaceful settlement of disputes between states, including resort to and full respect for the International Court of Justice; encourage progressive development of international law and its codification; and encourage the teaching, study, dissemination and wider appreciation of international law. In 1996 the General Assembly decided to consider a program of action dedicated to the centennial of the first International Peace Conference (held in 1899) and to the closing of the UN decade.

Many of the decade's activities have been in implementation of the last goal. In particular, recent advances in technology have facilitated the wider dissemination of international law. In 1996 the General Assembly

endorsed efforts by the UN Secretariat to provide electronic access to treaty information through a comprehensive electronic database.

Under its Rule of Law Program, the United States has provided grants to governments and nongovernmental organizations to enable them to gain access to the Internet and computer databases containing treaty texts and other international legal materials. The United States has actively supported the decade and encouraged U.S. bar associations and other relevant organizations to actively participate.

Host Country Relations

The UN General Assembly established the 15-member Committee on Relations with the Host Country in 1971 to deal with issues relating to the implementation of the UN Headquarters Agreement and the Convention on the Privileges and Immunities of the United Nations. Committee discussion in 1996 focused on security of missions and safety of personnel, immigration and customs procedures and tax exemption, financial indebtedness of UN missions and their personnel, medical insurance programs and parking of diplomatic vehicles.

The most controversial issue addressed by the Committee in 1996 involved New York City Mayor Giuliani's decision to place a street sign honoring the "Brothers to the Rescue" organization within the Cuban Mission's security perimeter. The Cubans criticized the action as an affront to the dignity and the security of their mission and therefore in contravention to the host country's obligations. They demanded that the Committee "censure" the United States. The United States responded that the placement of street signs was a municipal matter and outside the role of the host country; although the host country would meet its obligations to protect the security of missions, it had to balance those obligations with constitutional guarantees of freedom of speech and assembly. The Committee's concern over the Mayor's action and the U.S. obligations regarding the Cuban Mission's security were resolved when the sign was moved across the street into a public access area.

The United States expressed appreciation for the Secretary General's interest in resolving the ongoing problem of indebtedness of UN missions, and noted that the level of indebtedness had begun to decrease for the first time.

On December 16 the General Assembly adopted resolution 51/163 by consensus. It approved the Committee's annual report, endorsed the report's recommendations and conclusions, and expressed appreciation for the efforts made by the host country.

International Terrorism

An omnibus resolution, "Measures to eliminate international terrorism," was adopted by the General Assembly by consensus on December 17. (Resolution 51/210.) The inclusion of the U.S. initiative to establish an

ad hoc committee to elaborate an international convention for the suppression of terrorist bombings was of particular significance to the United States. The *ad hoc* committee is scheduled to meet twice during 1997 to prepare the text of the bombing convention. Such a convention would be an important component of the larger regime of multilateral instruments designed to combat terrorism. Also of significance was the annex to the terrorism resolution, which includes a UN declaration with provisions reaffirming that perpetrators of terrorist acts are excluded from refugee protection. Finally, the resolution also includes a reaffirmation of the "Declaration on measures to eliminate international terrorism." The declaration, first adopted in 1994, unequivocally condemns all acts, methods and practices of terrorism.

Strengthening the Role of the United Nations

The Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization (Charter Committee) held its 21st annual session February 26–March 6. A resolution adopting the report of the committee's work, as well as a resolution on its agenda item concerning "Implementation of Charter provisions related to assistance to third states affected by the application of sanctions," were debated and adopted during the UN General Assembly Sixth Committee meetings in the fall. The resolutions were subsequently adopted, without votes, by the General Assembly on December 17. (Resolutions 51/209 and 51/208.)

The Special Committee invited the General Assembly to request the Secretary General to expedite the preparation and publication of the supplements to the *Repertoire of the Practice of the Security Council* and the *Repertory of Practice of United Nations Organs*, and to submit a report on the matter to the General Assembly before its 52nd session. The Special Committee also considered proposals concerning the Trusteeship Council. On August 1, 1996, the Secretary General issued a report (A/50/1011) circulating the comments received on this subject from member states, including the United States, in response to his solicitation of views requested by General Assembly resolution 50/55 of December 11, 1995.

International Criminal Tribunals for Rwanda and the Former Yugoslavia

The International Criminal Tribunals for Rwanda and the former Yugoslavia have jurisdiction over genocide and other serious violations of international humanitarian law. The UN Security Council established the Yugoslav Tribunal in May 1993, and the Rwanda Tribunal in November 1994. The two Tribunals share a Chief Prosecutor, Justice Louise Arbour of Canada, who succeeded Justice Richard J. Goldstone on October 1, 1996.

As of the end of 1996, the International Criminal Tribunal for the former Yugoslavia (ICTY) had issued 17 indictments charging 74 individ-

uals with war crimes and related offenses. Eight indictees were in custody, including one in custody in Croatia pending transfer to The Hague. During 1996, the ICTY completed its first major trial, of Dusko Tadic. In another case completed by the ICTY, indictee Drazen Erdemovic pleaded guilty to committing a crime against humanity, and was sentenced to 10 years imprisonment.

In response to the Rwandan genocide of 1994, the Security Council established the International Criminal Tribunal for Rwanda (ICTR). Its court is in Arusha, Tanzania, and the office of its Deputy Prosecutor is in Kigali, Rwanda. As of the end of 1996, the ICTR had indicted 21 individuals, with 13 of them in custody. The first trial, of Jean Paul Akayesu, began in October 1996, and more trials were scheduled for 1997. U.S. Secretary of State Warren Christopher visited Arusha in October 1996 and on that occasion met with Justice Louise Arbour. Following expression of U.S. concerns, the OIOS investigation alleged maladministration of the ICTR in late 1996, and the Secretary General was to report on the investigation in early 1997.

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Part 7



Administration and Budget

Current Financial Crisis of the United Nations

The United Nations continued to experience financial difficulties in 1996. In his final report for 1996 concerning the UN's financial situation (A/51/515/Add.1, dated December 16, 1996), the UN Secretary General noted that nearly \$2.3 billion in outstanding assessments was owed by the UN member states. This comprised \$546 million for the UN regular budget, \$1.7 billion for UN peacekeeping operations and \$8.3 million for the International War Crimes Tribunals. It was noted further that approximately 65 percent of the total owed was attributable to the United States.

There was a year-end deficit of \$195 million in the UN General Fund. This meant that virtually no improvement had been achieved since 1995 when the deficit level stood at \$198 million. In comparison, the deficit levels in 1994 and in 1993 stood at only \$26 million and \$1 million, respectively.

For UN peacekeeping operations, the combined cash level at end of 1996 was estimated to be \$910 million. However, against this amount, \$990 million was still owed to member states as reimbursements for troop and equipment costs. The \$990 million reflected the balance still owed to the member states after the United Nations had made reimbursements in the course of 1996, which totaled \$550 million. Also, the available cash balance in UN peacekeeping operations would be used, at least temporarily, to help finance the \$195 million deficit in the UN General Fund. Such borrowings would be repaid to the peacekeeping accounts whenever the General Fund was sufficiently replenished by income from member contributions to the UN regular budget.

In combining the cash positions of both the General Fund and peacekeeping operations—a deficit of \$195 million and a positive balance of \$910 million—the total cash position of the United Nations at the end of 1996 was \$715 million. As noted, the cash balance would not take account of the \$990 million still owed to member states for troop and equipment costs relating to peacekeeping operations.

In noting the UN practice of having to resort to internal borrowing from the various peacekeeping accounts in order to maintain UN basic

operations, the Secretary General stated "... not only is this inherently poor financial practice but the level of peacekeeping balances is quite likely to decline in the immediate future, depending on the level of new assessments to be approved by the General Assembly." He also stated that "... at a time when all efforts should be focused on reform and renewal of the organization, the continuing financial crisis undermines these efforts and distracts from the implementation of the program priorities of member states."

UN Budget

The UN General Assembly approved resolution 51/222 by consensus on December 18. This resolution established a revised appropriation for the 1996-1997 UN program budget. The revised appropriation amounted to \$2,603,280,900, which was \$4,993,100 less than the initial appropriation, \$2,608,274,000, as approved one year earlier in December 1995.

The lower appropriation level was made possible primarily by favorable exchange rates involving the U.S. dollar, as compared to the Swiss franc and other major currencies under which UN expenditures are made. Because of exchange rate gains and other savings, the United Nations was able to offset the costs of a number of activities that were approved after the start of the 1996-1997 biennium and, therefore, were not included in the initial appropriation level. The additional costs included added meetings, special missions in Haiti and Central America, decisions of the Economic and Social Council and increased expenses for the International Seabed Authority.

The United States supported the revised, lower budget level for 1996-1997. The United States had indicated all along that it considered the initial appropriation level of \$2,608,274,000 to be an absolute ceiling for the full 1996-1997 biennium. Also, U.S. legislation governing the Fiscal Year 1997 appropriation for the Contributions to International Organizations (CIO) account required the United States to withhold \$100 million from its contribution to the UN regular budget pending certification by the Secretary of State that the revised 1996-1997 UN budget had not exceeded \$2,608,000,000.

On December 18 the UN General Assembly also approved by consensus the UN budget outline for the next biennium, 1998-1999. Under resolution 51/220, the General Assembly approved a budget outline level amounting to \$2,480,000,000, as recosted, and a Contingency Fund level amounting to \$19 million. The resolution did not include certain provisions that had been requested by the Secretary General when he submitted his outline proposal. Among these was the proposal to include in the outline level approximately \$70,000,000 for the continuation of existing special missions or the establishment of new missions. Many delegations believed this proposal to be a departure from the criteria set out in the annex to resolution 41/213 (1986) concerning the UN budget outline. In

rejecting this proposal, the General Assembly requested the Secretary General to prepare a comprehensive policy paper on the issue.

The Secretary General also had requested that certain reimbursable costs in the UN budget, such as the cost for the Joint Inspection Unit, be "netted out" in the calculations for expenditures in 1998-1999. Additionally, he had requested that the Contingency Fund be established at \$6 million or at a level approximating 0.25 percent of his proposed budget outline level of \$2,602,000,000. Both measures were rejected in the resolution approved by the General Assembly.

The approved resolution called on the Secretary General to prepare his detailed budget proposal for 1998-1999 using the current UN budget methodology, including provision for recosting the budget based on updated rates for inflation and currency exchange. Under current UN methodology, the budget estimates would be recosted in the spring of 1997, at the time the Secretary General presents his detailed budget estimates, and in late autumn of 1997, at the time the General Assembly approves the 1998-1999 UN budget. Further recosting would occur in the autumn of 1998, at the mid-point of the budget period, and in the autumn of 1999, at the end of the budget period. If the recosting exercises result in higher budget estimates, it may be difficult to maintain a firm budget ceiling throughout the 1998-1999 biennium, while still remaining consistent with the current UN budget methodology.

Audit Reports

During early November, the Fifth Committee considered the following 14 financial reports and audited financial statements for the period ended December 31, 1995: United Nations; UN peacekeeping operations; International Trade Center; UN University; UN Development Program (UNDP); UN Children's Fund (UNICEF); UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA); UN Institute for Training and Research (UNITAR); UN High Commissioner for Refugees (UNHCR); UN Environment Program (UNEP); UN Population Fund (UNFPA); Habitat; UN Drug Control Program (UNDCP); and UN Office of Project Services (UNOPS). The Committee also considered the reports and audit opinions of the Board of Auditors, its principal findings and recommendations and the report of the Advisory Committee on Administrative and Budgetary Questions (ACABQ).

The Auditor General of Ghana, O.T. Prempeh, who served as Chairman of the Board of Auditors in 1996, introduced the Board's report, highlighting significant findings and observations. Though organizations generally complied with common accounting standards in presenting their financial statements, the Board noted that further attention needed to be devoted to the valuation of property, plant and equipment and adequate disclosure of liabilities related to termination benefits. Among major shortcomings, the Board cited its qualified opinions on the financial state-

ments of UNDP, UNFPA, UNDCP, UNEP, Habitat and UN peacekeeping operations. With regard to the reasons for the qualification, in the case of UNDP, UNFPA, UNDCP and UNEP, the Board obtained inadequate information to confirm that governments used technical cooperation funds for the purposes intended. With regard to UN peacekeeping, the Board questioned the UN valuation of outstanding accounts receivable and in the case of Habitat, income was overstated and financial statements improperly prepared. C.S.M. Mselle (Tanzania), Chairman of the ACABQ, also provided introductory remarks in light of the UN financial regulations, which require the Board to submit its reports to the UN General Assembly through the ACABQ. Among other things, Mselle urged the United Nations and its subsidiary organs and programs to come up with satisfactory procedures to address personal accountability of staff members.

The United States, Japan, Ukraine, Russia, Pakistan, Norway, Ghana, China and Ireland, speaking on behalf of the European Union, delivered statements which focused on the financial reports. The U.S. and other delegations stressed that the Board's qualified opinions on financial statements was a serious matter that should not be taken lightly, yet was a recurring problem. The importance of personal responsibility and accountability of staff members was also stressed.

Another common theme cited was the need for continued cooperation among oversight mechanisms of the Board, the Office of Internal Oversight Services (OIOS) and the Joint Inspection Unit (JIU). The European Union was adamant that the Board not insist that old assessed contributions for peacekeeping operations be written off. Prempeh clarified that the Board's remarks were not meant to suggest that this practice, which is a generally accepted accounting principle, be adopted in the case of assessed contributions. There was considerable criticism related to the conclusion of executing and implementing agreements where the implementing party lacks adequate capacity to deliver what is set forth in agreements. Habitat's utter disregard of UN procedures in diverting funds from the Foundation's assets to meet financing requirements of Habitat II was also raised.

The Fifth Committee was unable to complete work on the financial statements due to the press of negotiations on a range of difficult budgetary and administrative issues and deferred action on an audit resolution until its resumed session in the spring of 1997. The extension of the term of office for the Board of Auditors is also expected to be considered at the resumed session.

Financing Peacekeeping Operations

Even without a reduction in the total number of UN peacekeeping operations, 1996 reflected a continued decline in the scale and costs of UN peacekeeping. Conclusion of the Dayton Accords in late 1995 led to restructuring and division of labor in peacekeeping operations in the

former Yugoslavia, with NATO assuming responsibility for the military aspects of implementation in Bosnia, while the United Nations took on police reform and the peaceful reintegration of Eastern Slavonia into Croatia. Streamlining or downsizing occurred in peacekeeping operations in the Middle East, Angola, Haiti and the Western Sahara. The UN Assistance Mission in Rwanda (UNAMIR) ended in March. The United States continued to press for reform of UN peacekeeping administration and financing in several related resolutions and for a reduction of the U.S. peacekeeping assessment rate to 25 percent in the high-level working group created to review the financial situation of the United Nations.

The majority of the resolutions provided funding for the operations approved in previous years. These were for the UN Disengagement Observer Force (UNDOF) on the Golan Heights (Resolution 50/20 B); UN Interim Force in Lebanon (UNIFIL) (Resolution 50/89 B); UN Angola Verification Mission (UNAVEM) (Resolutions 50/209 B and 51/213); UN Observer Mission in Georgia (UNOMIG) (Resolution 50/237); UN Mission in Haiti (UNMIH) (Resolutions 50/90 B and 51/14); UN Observer Mission in Liberia (UNOMIL) (Resolution 51/3); UN Assistance Mission for Rwanda (UNAMIR) (Resolution 50/211 B); UN Mission of Observers in Tajikistan (UNMOT) (Resolution 50/238); UN Iraq/Kuwait Observer Mission (UNIKOM) (Resolution 50/234); UN Peacekeeping Force in Cyprus (UNFICYP) (Resolution 50/236); the UN Preventive Deployment Force (UNPREDEP) (Resolutions 50/243 and 51/154); UN Peace Forces (UNPF) (Resolutions 50/235 and 51/12); and the UN Mission for the Referendum in the Western Sahara (MINURSO) (Resolution 51/2). New operations approved for funding in 1996 include the UN Transitional Administration for Eastern Slavonia, Baranja and Western Sirmium (UNTAES) (Resolutions 50/242 and 51/153); UN Mission to Bosnia and Herzegovina (UNMIBH) (Resolutions 50/241 and 51/152), which funds the UN Mission of Observers in Prevlaka (UNMOP) and the International Police Task Force (IPTF); and the UN Support Mission in Haiti (UNSMIH) (Resolution 51/15), which succeeded UNMIH in June 1996. Funding for the War Crimes Tribunals was approved as follows: for Rwanda, resolutions 50/213 and 51/215; for the former Yugoslavia, resolutions 50/212 and 51/214. In the case of the Iraq/Kuwait border and Cyprus operations, the relevant resolutions continued the provisions established in 1993 for significant voluntary funding by the locally interested parties, i.e., Kuwait for UNIKOM and Greece and Cyprus for UNFICYP.

Scale of Assessments

As provided in the draft decision of the Fifth Committee, the General Assembly decided to continue its consideration of the agenda item entitled, "Scale of assessments for the apportionment of the expenses of the United Nations," as a matter of priority at the first part of its resumed 51st

session in March 1997. The draft decision was adopted without a vote on December 18. (Decision 51/454.)

The draft decision was outlined in the report of the Fifth Committee, dated December 17, 1996, in document number A/51/747. The report called on the General Assembly, at its resumed 51st session, to approve no later than March 31, 1997, the methodology that will instruct the Committee on Contributions to recommend to the General Assembly at its 52nd session a scale of assessments for the period 1998-2000. At the time the report was prepared, Mexico had submitted a proposed resolution regarding the 1998-2000 scale of assessments which, together with other proposals that could be forthcoming later, would be acted on by the General Assembly at its resumed 51st session.

The Fifth Committee report also endorsed the conclusion of the Committee on Contributions that the failure of Comoros to pay the minimum amount necessary to avoid the application of Article 19 of the UN Charter (loss of vote in the General Assembly) was attributable to conditions beyond its control. As a result of this, Comoros would be permitted to vote through the 51st session of the General Assembly, including the resumed sessions. (Resolution 51/212.)

Committee for Program and Coordination

The Committee for Program and Coordination (CPC), composed of 34 member states, functions as the main subsidiary organ of the Economic and Social Council and the General Assembly for planning, programming and coordination. Its responsibilities include: reviewing and recommending priorities among UN programs as defined in the medium-term plan, giving guidance on translating legislation into programs, developing evaluation procedures, assessing the results of current activities and the continuing validity of legislation, and reviewing and making recommendations on the Secretary General's program budget outline. It also considers programs and activities of the UN system, on a sector-by-sector basis, to enable ECOSOC to ensure that they are compatible and complementary. The CPC met in New York in two sessions June 3-28 and August 26-September 6.

During the first session the Committee reviewed and reported on nine evaluations and reports, including the program performance report for the 1994-1995 biennium, a JIU report on "Accountability, Management Improvement and Oversight in the UN System" and OIOS reports on the termination phase of peacekeeping, the Department of Public Information, and UNHCR. It did not complete formal review of the 25 programs in the proposed medium-term plan for 1998-2001. There was significant disagreement with the introduction to the plan, which gave the Secretary General's views on world trends and their impact on the plan. The Committee requested that the Secretary General provide a revised introduction outlining broad priority areas.

In the second session the Committee did not reach agreement on the Secretary General's proposed budget outline for 1998-1999, and so took note of it, passing it on to the Fifth Committee. The Committee approved, with changes, most of the 25 programs in the medium-term plan, but could not agree on those for Political Affairs, Human Rights, Administrative Services and Oversight Services. Members of the Committee also were unable to agree on the revised introduction. In particular, the United States and like-minded delegations objected because it was based on language from the Agenda for Development that was still under negotiation. Therefore, the Committee took the position that approval of each of the programs was subject to a final decision by the General Assembly about the structure of the entire plan.

At the final session, the United States stated that, in view of the CPC's failure to fulfill its role, it would continue to pursue the objective of dissolving the CPC or transferring its functions to other fora, as previously argued during debate on General Assembly resolution 50/227 on ECOSOC reform.

Joint Inspection Unit

The Joint Inspection Unit (JIU), an external oversight body accountable to member states, consists of 11 inspectors authorized to investigate matters pertaining to efficient and effective operations in the UN system. Inspectors serve in their personal capacity as experts on the UN system. John D. Fox of the United States began a 5-year term of office January 1, 1996.

The JIU issued 7 reports: The UN Conference on Trade and Development: Review of Institutional and Program Issues; Feasibility Study of the Relocation of UNITAR to the Turin Center; Coordination of Policy and Programming Frameworks for More Effective Development Cooperation; Review of Financial Resources Allocated by the UN System to NGOs; Common Services at UN Headquarters; Review of the Application of UN Recruitment, Placement and Promotion Policies; Part II—Placement and Promotion; Comparison of Methods of Calculating Equitable Geographic Distribution within the UN System.

The JIU's annual reports to the 49th and 50th sessions of the General Assembly were reviewed in the resumed session in the spring of 1996. In June the General Assembly adopted by consensus resolution 50/233, which included the following requests: to report to the 51st General Assembly on measures taken to develop a set of internal standards and guidelines for inspection, evaluation and investigation; to focus reports on concrete managerial, administrative and programming questions; and to provide practical, action-oriented recommendations. In November 1996 the JIU issued to the 51st General Assembly its annual report (A/51/34), which included the revised internal standards and procedures described above, but the report was not taken up for consideration.

International Civil Service Commission

The International Civil Service Commission (ICSC), a 15-member body of recognized experts, is responsible for making recommendations on salaries, allowances, benefits and other conditions of service for employees of the United Nations and its specialized agencies. Lucretia Myers, Assistant Director for the Office for Insurance Programs at the Office of Personnel Management, continued to be the U.S. member in 1996. The Commission met in Vienna and New York for its 43rd and 44th sessions, respectively. The Fifth Committee considered the ICSC's annual report in November and December.

At the ICSC sessions, the Commissioners discussed, debated, took decisions and developed recommendations regarding a wide variety of topics. Based on these recommendations, the General Assembly took the following key actions:

- Reaffirmed the existing methodology for determining the margin between UN professional salaries and those of the U.S. Civil Service, the comparator service;
- Introduced a common staff assessment for general service and professional staff;
- Granted a real net salary increase of 0.4 percent for the professional and higher categories of staff;
- Accepted ICSC recommendations to increase dependency allowances and the education grant and to delink hazard pay from the salary scale;
- Reiterated its request to the ICSC to complete its study on the methodology of establishing a single post adjustment for Geneva and requested the commission to complete its study on implementing it by January 1, 1998;
- Called on the Board of Auditors to conduct a management review of the ICSC Secretariat; and
- Requested the ICSC to look into new approaches such as flexible contractual arrangements, pay for superior performance and special occupational rates as ways to introduce flexibility within the Common System and address specific needs of organizations of the Common System.

The General Assembly adopted resolution 51/216 on the Report of the International Civil Service Commission without a vote.

Human Resources Management

Under this heading, the Fifth Committee considered a wide variety of issues in resumed sessions of the 50th General Assembly and at the regular session of the 51st General Assembly.

At resumed sessions of the 50th General Assembly, the Fifth Committee adopted resolutions on high-level appointments and referring the issue of the reform of the internal justice decision to the Sixth Committee, and deferred consideration of a number of issues.

At the 51st General Assembly, the Fifth Committee decided to set a salary ceiling of \$22,000 (\$40,000 for language services staff) per annum for the employment of retired UN staff who receive UN pensions and to limit retiree hiring to a maximum of 6 months in a calendar year. No retired staff member can be reemployed at a level higher than that from which he or she separated from the organization nor can he or she be paid at a level higher than that of regular staff performing the same function at the same duty station. (Decision 51/408.)

The 51st General Assembly deferred to a resumed session consideration of the human resources management item. (Decision 51/456.)

Employment of Americans

The Department of State attempts to assist qualified U.S. citizens in competing for professional positions in the United Nations and other international organizations. The Department's UN Employment Information and Assistance Unit, along with numerous other Executive Branch agencies, assists these organizations by disseminating vacancy information to Americans across the country. In a typical year, the Department provides direct assistance to hundreds of Americans and general information about employment opportunities in international organizations to thousands of others. U.S. Missions to the United Nations and other international organizations in New York, Geneva, Montreal, Nairobi, Rome and Vienna, as well as some embassies, also provide direct support for this function through regular contacts with agency officials.

The following chart shows the total number of Americans in professional and senior positions in UN agencies¹ as of December 31, 1996.

Professional and Senior Staff

	Total	U.S. Number	U.S. Percent
UN Secretariat	4,988	663	13.3
UN Subsidiary Bodies	8,268	545	6.7
UN Specialized Agencies and IAEA	6,976	650	9.3

1. Excluding peacekeeping missions

The UN Secretariat and some of the specialized agencies have established a system of "desirable ranges" to estimate member states' geographic representation. The following chart lists those UN agencies that have such ranges, the number of Americans on board and their status as of December 1996. (These figures represent that portion of the agencies' total professional posts "subject to geographic distribution" and funded by assessed budgets.)

UN Agency	Total Posts	U.S. Desirable Range or Quota	Americans on Board		Current Status
		Range	Number	Percent	
UN ^a	2,492	326-441	372	14.9	In range
FAO	904	179-206	107	11.8	Below Range
ICAO	201	27	14	7.0	Below Range
ILO	595	91-121	66	11.1	Below Range
UNIDO	296	48-66	19	6.3	Below Range
WHO	1,064	174-237	139	13.1	Below Range

a. Secretariat

We recognize that during 1996 the failure of the United States, and other member states to meet their financial obligations to the United Nations Secretariat, its subsidiary agencies and the specialized agencies has noticeably affected the staffing decisions of these organizations. The UN Secretariat imposed a hiring freeze throughout much of the year, and many of the other agencies cut back significantly on their external hires or initiated staff cuts.

In 1996 Americans held the top position in the following UN agencies: UNICEF (Carol Bellamy, Executive Director); UNDP (Gus Speth, Administrator); UPU (Tom Leavey, Director General); WFP (Catherine Bertini, Executive Director); WIPO (Arpad Bogsch, Director General); and IOM (James Purcell, Director General).

Throughout the year, the United States continued to give special attention to recruiting qualified women for UN positions and encouraged UN agencies to hire and promote more women. At present, 41 percent of Americans in professional and senior positions in all UN agencies, excluding peacekeeping missions, are women.

In addition to helping recruit for permanent, career positions throughout the UN system, the Department of State provided candidates for UN peacekeeping and other special operations.

The United States has a long-standing policy of lending professional staff to international organizations either by detail (in which the employee remains on the U.S. payroll but serves at the international organization) or by direct transfer (in which the employee is paid by the organization but retains reemployment rights with the U.S. agency). These arrangements usually last less than 5 years but may last as long as 8 years if it is considered to be in the national interest. The United States also supports a limited number of Junior Professional Officer positions at FAO and at UNHCR.

Part 8



Specialized Agencies and Other Bodies

Food and Agriculture Organization (FAO)

The UN Food and Agriculture Organization (FAO), established in 1945 in Rome, is one of the oldest and largest of the UN specialized agencies. It is the chief international center for data and expertise in the fields of agriculture (including plant and animal genetic resources), fisheries, forestry and food-related issues. It is the only source of comprehensive data for all agricultural commodities, forestry and fishery products and related ecosystems.

FAO was established to promote enhanced food security—through improved nutrition, expanded production and distribution of food and agricultural products—and to improve the lives of rural populations. Its in-depth institutional knowledge of farming and natural resources and its response capability in pest control emergencies are key assets for U.S. agricultural, economic and humanitarian interests.

FAO develops international standards (e.g., trade standardization programs, Codex Alimentarius and the International Plant Protection Convention) and promotes measures to ensure food safety and safe agricultural chemical use. It sponsors international consultation and dialogue on agricultural development and food policy and it provides technical assistance and training for developing countries to advance sustainable agriculture and enhanced food production. Through training and field programs, FAO also combats pests and diseases, disseminates techniques for more effective food production and storage and promotes environmentally sound agricultural practices.

FAO's highest policy-making body, the Conference, is composed of all 176 FAO members and meets biennially. The Conference approves FAO's program and policy objectives, and adopts its program of work and budget. Senegal's Jacques Diouf, elected Director General in 1993, will serve until December 1999. The 49-member Council, elected by the Conference, serves as the interim governing body.

FAO's operating funds are derived from its regular program budget, funded through the assessed contributions of its members, and from

extrabudgetary activities carried out with UNDP, other international development organizations and bilateral trust fund donors. FAO's regular program of work and budget operates on a biennial cycle and is approved by the FAO Conference. Regular program support results from assessed contributions, based on the UN assessment scale. At 25 percent, the United States was assessed \$80,975,000 for calendar year 1996 (FY 97).

The United States and other major contributors continue to encourage FAO to be more active in the system-wide UN reform process and more transparent in its decision-making. FAO's shortened meetings show no appreciable loss of efficiency or effectiveness, and further reductions are planned. The United States is also seeking additional reforms within the organization to improve governance and further streamline its activities.

The FAO convened the World Food Summit from November 13-17, 1996, in Rome. The Summit, a gathering of government leaders and representatives of international and nongovernmental organizations, focused the world's attention on the problem of hunger and malnutrition. Participants in the Summit, including the U.S. Delegation led by Secretary of Agriculture Dan Glickman, adopted by acclamation a declaration on world food security and a plan of action. These documents emphasize the critical role of national policies, trade liberalization, and sustainable agricultural policies and practices in ensuring food security. Negotiation of these documents dominated much of FAO's deliberations during 1996. The United States was an active and influential participant in the negotiations, and the final documents reflect U.S. objectives for the Summit, including practical actions nations can take to improve their food security. The FAO will monitor follow-up to the Summit through its Committee for World Food Security in which the United States participates.

International Atomic Energy Agency (IAEA)

IAEA member states total 124. The 35-member Board of Governors, responsible for providing overall direction and guidance with respect to the Agency's policies and program implementation, met in March, June, September and December. The General Conference, which consists of all members and carries out general oversight of the Agency's work, held its annual meeting in September. The meeting generated increased support for proposals to expand Board membership. In 1996 the Secretariat had a total of 629 professional posts subject to geographical distribution, of which U.S. nationals held 104 posts or 16.5 percent. Director General Hans Blix (Sweden) announced he would retire in 1997 after 16 years of distinguished service. Invitations to nominate successors were requested by the close of 1996.

During 1996 the Board of Governors approved new safeguards agreements with two countries. In addition, new safeguards agreements entered

into force with six countries. The IAEA performed approximately 2,472 on-site inspections at 570 facilities and other locations in 68 states. Effort to reach consensus on part two of the "Program 93+2" safeguards strengthening measures continued. In June the Board established a committee to iron out the text of a draft protocol to be signed and ratified by non-nuclear-weapon states, giving expanded inspection powers to the IAEA. The main thrust of the entire program is to improve the Agency's capability to provide credible assurance of the absence of undeclared nuclear activities and to strengthen safeguards on declared nuclear material. Work continues on those measures requiring additional authority.

The U.S. assessment, approximately 25 percent of the IAEA's total resources from assessments, was about \$65 million. The United States remained the largest single contributor of voluntary support to the IAEA in 1996. The U.S. extrabudgetary contribution of \$36 million went to support the following: Technical Cooperation Fund, U.S. Program of Technical Assistance to Safeguards, cost-free experts, in-country technical projects, U.S.-hosted training courses and fellowships, efforts to improve physical security of nuclear material, nuclear safety projects, and application of safeguards to excess defense material in the United States.

Senate consent to ratification of the Convention on Nuclear Safety is still pending. The instrument entered into force on October 24, with a meeting of the parties scheduled to convene in April 1997. Progress on negotiations for a convention on nuclear waste and one on liability continued under the auspices of the IAEA. Long-term monitoring continued in Iraq. The IAEA continued to monitor the freeze under the U.S.-Democratic People's Republic of Korea Agreed Framework.

International Civil Aviation Organization (ICAO)

The International Civil Aviation Organization (ICAO), established in 1944 and a UN specialized agency since 1947, fosters the safe and orderly growth of international civil aviation. ICAO sets international standards for civil aviation, thus contributing to its safety and security worldwide, and provides technical expertise for countries in matters of air safety and security. In 1996 the membership of ICAO increased to 185 states. Of the 281 professional staff of ICAO, 16 positions were held by U.S. citizens.

During 1996 ICAO undertook to further the implementation of the Global Positioning System (GPS), an advanced satellite air navigation system offered by the United States for the use of civil aviation. With strong U.S. support, ICAO also initiated a new safety oversight program, carrying out assessments in 32 countries during 1996 to strengthen their adherence to ICAO standards for international aviation safety. The ICAO program complements U.S. inspections aimed at assisting other countries

in overseeing the safety of their air carriers. The United States voluntarily provided financial and in-kind resources for the safety oversight and the aviation security programs of ICAO.

Following the unlawful shutdown by Cuba of two U.S.-registered civil aircraft on February 24, 1996, the UN Security Council requested ICAO to investigate the incident. ICAO responded quickly and decisively. It undertook a comprehensive investigation of the attack and concluded that Cuba had shot down the two civil aircraft in violation of international law; that the Cuban military aircraft clearly had identified the two planes as civil aircraft before being authorized to destroy them; that the U.S. planes had posed no threat to Cuba; that the planes had been in international airspace when they were downed; and that Cuba had not followed ICAO international norms for interception of aircraft.

As part of an anti-terrorism initiative, the Group of Seven industrialized nations, meeting in Lyon, France, in July 1996, called on ICAO to develop strict and uniform standards for bomb detection. The United States hosted a meeting of the Working Group of the Ad Hoc Group of Specialists on the Detection of Explosives, in Atlantic City, New Jersey, on November 12-15. In December 1996 the ICAO Council approved all of the *ad hoc* group's recommendations.

During 1996 ICAO took measures to become more efficient and responsive to the rapid changes in international civil aviation. Among other things, ICAO undertook to streamline the development of safety standards, and strengthened internal oversight to provide greater transparency and accountability in ICAO programs.

ICAO's budget for 1996 was \$46.9 million, of which the United States share, at 25 percent, was \$11.7 million. This amount was paid in November 1996. The United States also was assessed \$1.3 million for its share of costs of the ICAO joint financing program, bringing the total U.S. requirements in 1996 to \$13.03 million.

International Fund for Agricultural Development (IFAD)

The International Fund for Agricultural Development (IFAD) has a mandate unique among multilateral lending institutions in that it focuses exclusively on increasing food production, improving living conditions and enhancing rural incomes in developing countries through loans for projects specifically benefiting the rural poor. In 1996 IFAD's total commitments of \$440 million included 32 loans (\$410 million) and 60 grants (\$30 million), thus bringing its total commitments since beginning operations in 1977 to \$5.2 billion. IFAD's membership of 159 countries consists of: Category I (OECD, 22 countries), Category II (OPEC, 12 countries) and Category III (other developing countries, 124 countries).

IFAD's current President, Fawzi Al-Sultan (Kuwait), was elected to a 4-year term in January 1993. IFAD is headquartered in Rome.

IFAD was originally intended to be financed through shared contributions from members of the Organization for Economic Cooperation and Development (OECD) and the Organization of Petroleum Exporting Countries (OPEC) in 3-year replenishments. Responsibility for governance (i.e., votes in the Governing Council) was equally shared among Categories I, II and III. OPEC's percentage share of contributions, however, has steadily declined while contributions from other developing countries have increased. This shift in financial participation led to the development in 1994 of a proposed governance restructuring package in which voting power would be more closely aligned with contribution levels. The effect would be to enhance the decision-making authority of large traditional donors, e.g., OECD, and to provide incentives (increased voting rights) for the more advanced developing countries to increase their contributions to IFAD. The governance changes are dependent upon successful completion of the Fourth Replenishment.

No progress was made in Replenishment negotiations in 1995 because of the inability of the United States—facing severe budgetary constraints—to make a pledge or to indicate its share of the Category I (OECD) target level (\$420 million). Since the United States is the largest single contributor to IFAD, and other OECD donors indicated that their pledges would be contingent upon the degree of U.S. participation, the Governing Council at its 19th session in January 1996 resolved to extend the time period for completing the Fourth Replenishment and related governance restructuring.

In August 1996 the United States informed IFAD that it was prepared to pledge \$30 million to the Fourth Replenishment, opening the way for other donors to declare their pledges. Terms of the Fourth Replenishment were agreed in November 1996 by the Consultation on the Fourth Replenishment. It is anticipated that the Fourth Replenishment will be endorsed and the governance restructuring enacted by the Governing Council at its 20th session in February 1997.

International Labor Organization (ILO)

The International Labor Organization, founded in 1919, is the only tripartite organization in the UN system. Governments, workers and employers have independent voting rights. The entry of St. Kitts and Nevis brought the total membership of the International Labor Organization to 174 in 1996. Tripartite delegations from the United States participated in governing body meetings in March and November, in the 83rd International Labor Conference in June, and in the 84th (Maritime) session of the International Labor Conference in October. The United States also partici-

passed in four sectoral meetings: Social and Labor Issues concerning Migrant Workers in the Construction Industry, which the U.S. Government chaired; Educational Personnel; Social and Labor Problems caused by Structural Adjustment in the Port Industry, which the U.S. worker chaired; and Effects of Globalization in the Footwear, Textiles and Clothing Industries on Employment and Working Conditions.

U.S. Government objectives in 1996 in the ILO were to: secure passage of a resolution aimed at eliminating exploitative forms of child labor worldwide; adopt a convention protecting those who work at home; bring the suppression of workers' rights in Burma and Nigeria to international attention; revise outdated maritime labor standards; and continue the reform process and achieve cost savings. Progress towards these objectives was as follows:

- The International Labor Conference adopted a resolution concerning the elimination of child labor. The key provision of this resolution focuses on putting an immediate end to the most intolerable forms of child labor, including the employment of children in slave-like and bonded conditions and in dangerous and hazardous work, the exploitation of very young children, and the commercial sexual exploitation of children. Child labor will be a subject for standard-setting at the 1998 International Labor Conference.
- The International Labor Conference adopted a convention protecting home workers. Home work refers to paid work done at home or in premises other than the workplace of the employer. It can thus encompass diverse occupations including at-home piece work for manufacturers and "telework" by computer-equipped professionals. This broad agenda for the convention resulted in serious unresolved differences, and the final Conference vote was 246 (U.S. Government and U.S. worker) to 14 (U.S. employer), with 152 abstentions.¹ The Conference passed a related recommendation by a vote of 205 (U.S. Government and U.S. worker) to 4 (U.S. employer), with 111 abstentions.
- The Conference Committee on the Application of Conventions and Recommendations censured Burma, Iran and Nigeria for violations of worker rights. In the case against Burma, the Committee noted the government's "continued failure" over several years to implement ratified ILO conventions, specifically Convention No. 29 on Forced Labor and Convention No. 87 on Freedom of Association. Iran was

1. Governments have two votes each and worker and employer groups have one (independent) vote each. A two-thirds majority is needed to adopt a convention, abstentions do not count.

cited for failure to accept a direct contact mission, in which ILO experts would make an on-site study of the implementation of Convention No. 111 on Discrimination in Employment. Nigeria was censured for the second year in a row for violation of Convention 87 on Freedom of Association. The workers' group, with U.S. Government support, filed a complaint against Burma for violation of Article 26 of the ILO Constitution, which called for a Commission of Inquiry to investigate the allegations of government-imposed forced labor. This is the ILO's most formal, prestigious, public and extensive supervisory procedure. It was most recently used against Poland and Romania in the 1980s.

- Several key maritime labor standards were revised and updated at the 84th (Maritime) session of the International Labor Conference. (Maritime sessions are held approximately once every 10 years.) The authority of port states, such as the United States, to inspect and detain foreign flag vessels for substandard operations was enhanced. All the revisions will help promote stability in the global maritime workforce and reduce significantly unscrupulous maritime labor hiring and operational practices that jeopardize marine safety.
- Important reforms were achieved, saving significant resources. These included a \$4 million reduction in sectoral meeting costs worked out in a U.S.-chaired committee; an initiative on priority setting and program planning sponsored by the Western group; reorganization of the publications department; and revision of outdated labor standards.

The March governing body decided to "freeze," or remove from the books, 40 outdated labor standards. This will decrease the reporting burden on governments and help to concentrate the organization's shrinking resources on the supervision of the higher-priority human rights labor standards. The 1996 World Employment Report, published in November, focused on the growing numbers of "working poor" now aggravating the social and economic ills caused by high jobless rates in OECD countries and transition countries, as well as the problems of underemployment in developing countries. An enterprise forum on promoting social progress and enterprise competitiveness in a global economy, also held in November, concentrated on the search for new economic development and job creation strategies.

International Maritime Organization (IMO)

IMO membership increased in 1996 to 153 states with the addition of Lithuania. Hong Kong and Macau remain the two associate members. The IMO's principal objectives are to foster cooperation among governments on technical matters affecting international shipping, to achieve the high-

est practicable standards for maritime safety and to prevent marine pollution. The IMO also develops conventions and treaties concerning international shipping, facilitates international maritime affairs and provides technical assistance in maritime matters to developing countries.

The 32-member IMO Council is responsible for all functions between the Assembly's biennial meetings. In 1996 the Council met in regular sessions June 17-21 and November 18-22 in London. The Council sessions primarily focused on issues of technical cooperation, programming and budgeting, and management and on draft resolutions to be forwarded to the November 1997 Assembly for approval. The Secretary General's contract, renewed by Council acclamation for another 4 years, until December 31, 2001, is subject to approval by the Assembly in November 1997.

In 1996 the United States played a key role in technical and legal accomplishments of the IMO: adoption of amendments to the International Convention for the Safety of Life at Sea (SOLAS) to improve maritime safety; agreement on a proposal to develop a strategic plan to address the human element in maritime safety and pollution prevention; development of a protocol to reduce air pollution from ships and agreement to convene an international conference in 1997 to adopt this protocol; and adoption of a Hazardous and Noxious Substances Liability Convention and a Protocol to the 1976 Limitation of Liability for Maritime Claims.

International Monetary Fund (IMF)

The International Monetary Fund (IMF) was founded as the result of a 1944 UN conference, and it works closely with the United Nations and its specialized agencies. The IMF provides a permanent forum for member states to review world economic trends and discuss the economic policies of individual countries.

The IMF also provides technical advice to member states and offers financial support to those countries suffering balance of payments difficulties and taking steps to correct those problems. The IMF has been especially active in recent years in helping former Soviet states make the transition from command to market economies. The IMF also supported Mexico and Argentina after Mexico's financial crisis of 1995. In 1996 Fund members approved a debt relief initiative to benefit the most heavily indebted poor countries. Implementation is expected to begin in 1997. They also moved towards approval of the New Arrangements to Borrow, a \$50 billion reserve for use if economic crises threaten the international financial system.

International Telecommunication Union (ITU)

The principal objective of the International Telecommunication Union (ITU) is the promotion of international cooperation for the use of telecom-

munications. Established in 1865 as the International Telegraph Union, the ITU now serves as a forum where governments and the private telecommunications sector coordinate the establishment and operation of telecommunication networks and services. Dealing with technical issues of standardization, the work of the ITU has important commercial consequences. At the end of 1996, there were 184 member countries, with no additions during the year. Plenipotentiary Conferences to which all ITU members are invited, are held every 4 to 5 years. The 15th "Plenipot" will be held in Minneapolis in 1998.

ITU Council

The 16-member ITU Council, which serves as the governing body of the Union between Plenipotentiary Conferences, held its annual meeting in Geneva June 19-28. The United States, a Council member, took an active role in the mid-term review of the first biennial budget. That budget had a net decrease of 4.3 percent from the previous 2 budget years. Unforeseen one-time expenditures were approved by the 1996 Council, with the net decrease lessened to 1.5 percent. Through use of reserve funds, there was no increase to the contributory unit.

The Council also set up a registration process for International 800 numbers, following the approval of such numbers shortly before at the study group level. Seen as an important victory for international commerce, this underscores the critical international role that ITU plays in commercial applications of telecommunications.

World Telecommunications Standardization Conference

The biennial World Telecommunications Standardization Conference (WTSC) was held October 9-18 in Geneva. One of its major achievements was acceptance of proposed methods of streamlining standardization procedures to reduce the start-to-finish time of new standards from 2 years to just over a year. The conference also established working relationships with the Internet Society and a number of other international groups that have recently emerged.

World Telecommunication Policy Forum

Directly following WTSC was the first World Telecommunication Policy Forum, held October 21-23. With the theme of "Global Mobile Personal Communications by Satellite," the conference was a unique coming together of governments and private firms that addressed a number of the current national barriers to this technology. A Memorandum of Understanding was signed to promote the elimination of trade and customs problems, such as cumbersome import procedures found in many countries that make it difficult to bring in cellular telephones while on business trips.

ITU 2000

The Council decided to form a joint working group, "ITU 2000," to study the future role of private sector members in ITU and methods to strengthen the financial base of the organization. These issues were previously treated in two separate groups, one of which was restricted to government members only. The Council, at the urging of the U.S. Delegation among others, decided there was significant overlap of the issues and recognized that private sector input was necessary to move the discussion forward. Private sector assessments provide approximately 15 percent of the total ITU budget. The group met in October and will have two additional meetings prior to its report to the 1997 Council.

UN Educational, Scientific and Cultural Organization (UNESCO)

The United States has concluded that UNESCO has largely addressed the issues that led to U.S. withdrawal in 1984. Nevertheless, budgetary constraints continue to impede U.S. reentry. Accordingly, the United States pays no assessed contribution to UNESCO, but continued in 1996 to participate selectively in UNESCO programs that directly benefit U.S. national interests. These include:

- UNESCO's work to promote a free, independent and pluralistic press;
- Numerous ocean research projects that enjoy strong support from the U.S. scientific community;
- The World Heritage Committee, which supports the 1972 World Heritage Convention, a conservation treaty inspired by the United States during the Nixon administration;
- Efforts to improve access to education for all, particularly girls and women; and
- A wide range of initiatives in the social and physical sciences to promote reconciliation in areas emerging from conflict (particularly in the Middle East and in the Balkans).

The United States continued in 1996 to encourage UNESCO's growing partnerships with the private sector and academic institutions in the United States, and believes these linkages to be valuable models for reform efforts elsewhere in the UN system.

The fall session of UNESCO's Executive Board observed a moment of silence in honor of the last U.S. Ambassador to UNESCO, the Honorable Jean Gerard, who passed away in 1996.

The United States remained an active participant in 1996 on several key UNESCO subsidiary bodies that it had been instrumental in creating while still a member of UNESCO. The Intergovernmental Oceanographic

Commission (IOC) provides a forum for the United States to engage directly scientists and governments in both developing and industrialized countries in cooperative global oceanographic research and marine operations and exchange of scientific data. The U.S. scientific community places particular priority on the IOC's Global Ocean Observing System. The United States provides leadership to the IOC through U.S. membership on its Executive Council and through the presence on the IOC staff of U.S. oceans experts. U.S. contributions to the IOC, a functionally autonomous body of UNESCO, totaled approximately \$1,500,000 in cash and in-kind services in 1996.

As an initiator and early signatory of the 1972 World Heritage Convention, the United States worked closely in 1996 with UNESCO's World Heritage Center in pursuit of U.S. international conservation goals. The United States is a member of the World Heritage Committee, which oversees the work of the Center and the use of the World Heritage Fund. At the 1996 World Heritage Committee meeting the United States voted to include a number of non-U.S. properties on the "World Heritage List." The United States contributed approximately \$200,000 to the World Heritage Fund in 1996.

In 1996 numerous offices and agencies of the U.S. Government participated in UNESCO meetings, conferences and seminars, many of which dealt with aspects of international conventions and agreements implemented by UNESCO of which the United States is a current or potential signatory. Of particular note was U.S. participation in UNESCO discussions on new international instruments that would affect U.S. educational, economic and commercial interests—on bioethics (protection of the human genome), protection of undersea cultural heritage and recognition of academic degrees. The United States participated actively in shaping the latter, which will be signed early in 1997.

Several senior U.S. officials participated with UNESCO in 1996 in events keyed to U.S. priorities. These include the Secretary of Education's participation in World Literacy Day in Philadelphia (where UNESCO cosponsors a "World Literacy Institute" with the University of Pennsylvania) and the Under Secretary of Commerce's role as Chairperson of a UNESCO conference on engineering education, which provided a platform for urging that private sector needs be factored into curriculum development. In 1996 numerous UNESCO officials, including Director General Mayow, traveled to the United States and met with counterparts in academia, the private sector and the U.S. Government.

UN Industrial Development Organization (UNIDO)

UNIDO, headquartered in Vienna, has 164 members. Created as an autonomous organization within the UN Secretariat in 1966, UNIDO became an independent specialized agency of the United Nations effective January 1, 1986. UNIDO's mandate is to promote and accelerate industrial development in developing countries, and to promote industrial cooperation and development on global, regional, national and sectoral levels.

UNIDO has three principal organs: General Conference, which provides broad policy guidance and is convened biennially; 53-member Industrial Development Board, which meets once in conference years and twice in nonconference years to oversee implementation of the program between conferences; and the 27-member Program and Budget Committee, which meets annually to formulate financial policy.

Throughout 1996 U.S. participation in UNIDO was minimal due to our impending withdrawal, which became effective December 31. Congressional report language prohibited funding for UNIDO in fiscal years 1996 and 1997. As a result, the United States departed UNIDO with an outstanding debt of approximately \$70 million.

In December 1996 the United Kingdom and Australia announced their intention to withdraw from UNIDO effective December 31, 1997, and stated that they would pay their final year's dues in full prior to their departure.

With Canada, the United States, and possibly the United Kingdom and Australia out of UNIDO, the organization faces an uncertain future.

Universal Postal Union (UPU)

The Universal Postal Union (UPU) exists to facilitate international communications through the efficient operation of the postal services across borders. The United States has been a member of the UPU since its founding (as the General Postal Union) in 1874. There are now 189 members with no changes to membership during 1996. The UPU Congress meets every 5 years to review and revise its conventions, regulations and other agreements. The next Congress will be held in Beijing in 1999.

Postal Operations Council

The Postal Operations Council (POC) met April 15-26 at UPU Headquarters in Bern, Switzerland. Created by the 1994 Seoul Congress, the POC is responsible for operational and commercial questions. The United States continued its leadership of the cost study of the financially significant terminal dues system used by postal administrations to reimburse each other for mail delivery. Among the symposia held within the framework of the POC was the first "Customer's Day," which opened the doors

to postal customers in order to listen first-hand to their concerns regarding the improvement of international postal services.

Council of Administration

The Council of Administration, responsible for questions of governmental policy and administration, met October 15–23 in Bern and adopted a 1997 budget of \$30,202,000, within zero real growth levels. The United States requested actual spending reductions, but was unsupported and therefore disassociated itself from consensus. At 6.1 percent, the U.S. share of the budget may actually be reduced in dollar terms due to exchange rate gains. A strategic program budget is now in its second year, running in parallel with a traditional budget. It is slated to replace the traditional budget in the near future. A number of strides were made in its presentation, but further refinement is needed to make it an effective tool for managing and prioritizing the Union's activities.

The Director General constituted an Efficiency Board headed by the Deputy Director General. Its report is due in February 1997 and will be looking at everything "from paper clips to processes" in order to find ways of reducing costs, simplifying procedures and increasing performance. Additionally, a part-time internal auditor has been working with the International Bureau for the first time on issues of finance and program effectiveness.

World Bank Group

The World Bank Group is composed of the International Bank for Reconstruction and Development (IBRD, established in 1945), International Development Association (IDA, established in 1960), International Finance Corporation (IFC, established in 1956) and the Multilateral Investment Guarantee Agency (MIGA, established in 1988). From their creation through June 30, 1996, the IBRD and IDA have provided more than \$377 billion in loans, either at near-commercial terms (IBRD) or at concessional terms (IDA), for development projects and economic policies. During the Bank Group's Fiscal Year 1996 (ending June 30, 1996), 180 nations were members of the IBRD, 159 belonged to IDA, 170 were members of the IFC and 134 were members of MIGA. The United States is the largest contributor to the World Bank Group, with 17.69 percent of the shares in the IBRD, 14.98 percent of IDA's shares, 22.79 percent of the IFC's capital stock, and 20.96 percent of MIGA shares on June 30.

The World Bank works with specialized UN agencies in a wide variety of activities and issues, such as population, health and education. The World Bank has helped encourage and support participation in UN conferences such as the 1995 Beijing Conference on Women and Development and the 1996 Habitat II Conference in Istanbul. It has also provided vital follow-up to conference commitments. Responsibility for implementing

the Global Environment Facility (GEF), a \$500 million portfolio of projects dealing with biodiversity, climate change, ozone-depleting substances and international waters, is shared among the World Bank, UN Development Program and UN Environment Program.

World Health Organization (WHO)

The World Health Organization (WHO), based in Geneva, was established in 1948 with the objective of "the attainment by all peoples of the highest possible level of health." The membership of WHO increased to 191 in 1996 with the admission of Andorra.

U.S. Representatives participated in meetings of the World Health Assembly, WHO Executive Board, regional committees for the Americas, Western Pacific and Europe, and the 16-member Governing Council of the International Agency for Research on Cancer. U.S. officials also participated in meetings of the management committees of WHO's major voluntarily funded programs, and of the UN Joint Program on HIV/AIDS (UNAIDS), which is cosponsored by WHO and five other agencies. Within the WHO staff, the 138 Americans in professional posts was the highest number attributed to any single nationality. Senior posts held by Americans included those of Assistant Director General for Communicable Diseases, and Legal Counsel.

A major issue at WHO during 1996 was the inability of the United States to make a payment against its 1995 assessment until July 1996 and the uncertainty of when and how much the United States would pay in the future. As a result of this concern and other financial difficulties, WHO reduced the number of its full-time staff positions and put a partial hold on program implementation. The U.S. and other Delegates to the World Health Assembly expressed serious concern about the borrowing of more than \$178 million by WHO against internal sources while it sought to cope with a deficit of \$206 million at the end of the 1994-1995 biennium; speakers felt that the fiscal health and programmatic integrity of WHO were being put at risk by such extensive borrowing, regardless of the reason for it.

Against the U.S. assessment for 1995 of \$104.3 million, the United States paid \$97.3 million, all during 1996. Against the U.S. assessment for 1996 of \$107.4 million, the United States paid \$87.1 million in November 1996. At the end of 1996, U.S. arrearages in WHO amounted to \$39.2 million. In preparation for review of its budget for 1998-1999, WHO said at the end of 1996 that it would require an increase of 2 percent in order to maintain the current operation at a level of "zero real growth." U.S. Representatives said they could not accept any increase in the budget and in fact would seek a reduction during meetings in 1997.

On related issues, the United States and others continued their efforts to bring about budget and administrative reform in WHO. A number of major reform initiatives were being pursued, including a revision of the personnel policy that previously had made it difficult to replace current staff members, a review of the way WHO operates at the country level, the development of a new management information system, the renewal of WHO's "health for all" policy, and a review of the adequacy of the WHO constitution adopted 50 years earlier, on July 22, 1946.

The procedures for the Executive Board's nomination of the WHO Director General were made more open and transparent as a result of a U.S. initiative in the Board. As part of that initiative, the World Health Assembly accepted a Board proposal that the term of office of the Director General should not exceed 5 years, renewable once. The Assembly decided that the new policy would not apply to the incumbent Director General, Dr. Hiroshi Nakajima (Japan), who was first elected in 1988. Utilizing the new procedures, the Board expects to nominate someone for the post of Director General in January 1998. Informal discussion of potential candidates was prominent during 1996. This included the convening of a group of "friends of WHO" by the U.S. Ambassador in Geneva to discuss WHO's future leadership.

The Assembly, *inter alia*, decided that the remaining stocks of the smallpox virus should be destroyed not later than June 30, 1999, a position supported by the United States. The Assembly also initiated action toward an international framework convention on the control of tobacco. Although the attitudes of delegates toward tobacco in this debate were uniformly negative, the U.S. and several other delegations abstained on the resolution on the grounds that an international convention was not the right instrument to impose controls on tobacco and that funds could be wasted in developing a legal instrument that might never be ratified.

The Assembly heard a proposal for an increase of two seats in the 32-member Executive Board, but agreed to a U.S. motion that no action be taken. The Assembly, which under WHO reforms was the shortest Assembly ever held (6 days), also forgave the arrearages of South Africa which had accumulated over 27 years. The Assembly placed violence as a public health problem on the global health agenda and adopted resolutions on UNAIDS, nursing, pharmaceuticals, infant feeding, malaria and other substantive issues.

In July 1996 the International Court of Justice, at the Hague, determined that the 1993 World Health Assembly had acted outside of WHO's sphere of responsibility in asking the Court for an advisory opinion on the legality of the use of nuclear weapons in war or other armed conflict. The Court's opinion supported the view that had been taken in 1993 by WHO's Legal Counsel, but the World Health Assembly had nevertheless

voted (with the United States in opposition) to put this question before the Court. At the Assembly, consensus again was reached on a resolution regarding health conditions in the West Bank and Gaza, following direct negotiations between Israel and the Palestinians.

Pan American Health Organization

The Directing Council of Pan American Health Organization (PAHO), composed of representatives of all 38 PAHO member states, met in Washington in September. U.S. officials were active in that meeting as well as in meetings of the PAHO Executive Committee and its Subcommittee on Planning and Programming.

At the Directing Council meeting, the United States, which pays 59.44 percent of the PAHO regular budget, publicly informed PAHO that the United States was having difficulties in paying the U.S. assessment in full, and it urged PAHO to develop its budget and target its expenditures on the basis of realistically projected income. The U.S. assessment in PAHO was \$49.6 million in 1996. At the end of the year, U.S. arrearages amounted to \$10.8 million.

The Directing Council adopted resolutions on AIDS, tuberculosis, diabetes, violence, health sector reform and other technical topics. It also gave extensive debate to the feasibility of eradication of the *aedes aegypti* mosquito—which spreads dengue and yellow fever.

International Agency for Research on Cancer

The 16-member Governing Council of International Agency for Research on Cancer (IARC), a subsidiary of WHO, met at IARC Headquarters in Lyon, France. The U.S. Delegation praised the work of IARC Director Paul Kleihues (Germany) for reforms achieved in his second year as director, including restructuring the agency, increasing the capacity for new scientists and improving IARC's reputation, all within strict budgetary limitations.

In order to attract new membership to IARC, the Governing Council created a system of discounted assessments that would apply during the first 3 years of a country's membership. However, by year's end, no other countries had opted to join IARC. The Council also agreed to the terms of a transfer of the four-person WHO cancer unit from Geneva to a new site in the IARC building in Lyon. The transfer, strongly supported by the U.S. Delegation, took effect on July 1. The United States paid its 1996 assessment of \$1.6 million in full; at year's end it owed IARC \$28,388 for years prior to 1996.

UNAIDS

The new Joint UN Program on HIV/AIDS, known as UNAIDS, began formal operations on January 1, 1996. The program is cosponsored by

WHO, UNDP, UNICEF, UNFPA, UNESCO and the World Bank. In July ECOSOC expressed its continuing support for the program and requested progress reports on a biennial basis. The U.S. Delegation helped to block an effort in ECOSOC that would have undermined the authority of the program director and its 22-member governing body, the Program Coordinating Board (PCB). ECOSOC firmly established its function of electing members of the PCB, as Western countries agreed on their own unique 15-year rotation plan. Under the plan, the United States will have membership on the PCB at least three years out of every four. Ambassador Sally Shelton-Colby, Assistant Administrator of U.S. AID, continued to serve as chair of the PCB.

Over the year, there continued to be elements of resistance to the new program from delegates or staff members who would have preferred that the six agencies involved continue their independent HIV/AIDS operations. However, U.S. Delegates at ECOSOC, WHO and other international meetings continued their strong praise of the new program as a model multisectoral approach to a major global problem.

At year's end, the UNAIDS Director, Dr. Peter Piot (Belgium), said he was gaining increased support in all areas and was optimistic that the program would have a strong impact in coordinating the fight against HIV/AIDS, especially at the country level. By the end of 1996, UNAIDS had 38 professional staff and 34 support personnel in Geneva and field operations in 40 countries. The PCB approved a budget of \$120 million for 1996-1997. U.S. AID contributed \$18 million in 1996. Despite progress in mounting the new program, Dr. Piot reported that the AIDS epidemic was only barely beginning, with 22.6 million persons infected with the HIV virus. He expected the mortality rate from AIDS to continue to rise over the next few years, even if transmission of the disease were stopped immediately.

World Intellectual Property Organization (WIPO)

The World Intellectual Property Organization (WIPO) was established by a convention that entered into force in 1970. One of the 16 specialized agencies of the United Nations, WIPO is responsible for promoting the protection of intellectual property (copyrights, patents and trademarks) through cooperation among states; administration of Unions founded on the basis of multilateral intellectual property (IP) treaties; and providing IP-related technical assistance to foster the development and growth of rational IP systems among WIPO members.

Administrative Organization

There are 158 signatories to the WIPO Convention, with Mozambique its newest member. WIPO administers 17 intergovernmental "unions" or treaties, each founded on a multilateral treaty. The two principal treaties are the Paris and Berne Conventions (140 and 119 signatories, respectively), consolidated in 1893 under the name of the United International Bureau for the Protection of Intellectual Property (BIRPI). Although BIRPI still has a legal existence for states that are members of one of the Unions but not of WIPO, in practice it has been supplanted by the International Bureau. The International Bureau operates under the direction of WIPO member states through a General Assembly that meets in ordinary session every second year. The principal administrative organs of the Paris and Berne Unions are the assemblies of each union, from which all the member states elect executive committees. The combination of these two committees constitutes WIPO's Coordination Committee. It meets annually and is entrusted with the normal tasks of such a governing body, including the review and implementation of WIPO's biennial program and budget.

Member states contribute to six of the WIPO unions, known as the "Program Unions." WIPO's 1996-1997 biennial gross assessed budget for the Program Unions is approximately \$17.5 million. The U.S. share is approximately 6.5 percent of the total assessment.

Diplomatic Conference

In December 1996, WIPO convened a Diplomatic Conference that updated the Berne Convention and provided new protection for performers and producers of sound recordings by adopting two new treaties. The WIPO Copyright Treaty and the WIPO Performances and Phonogram Treaty will greatly facilitate the commercial applications of on-line digital communications over the Global Information Infrastructure.

WIPO-WTO Cooperation

On January 1, 1996, an agreement between WIPO and the World Trade Organization (WTO) entered into force. It provides for cooperation concerning implementation of the Trade-Related Aspects of Intellectual Property Rights (TRIPS) Agreement, namely, notification of laws and regulations, communication of emblems of states and international intergovernmental organizations under Article 6 of the Paris Convention, as well as legal-technical assistance and technical cooperation in favor of developing countries relating to the implementation of the TRIPS Agreement.

World Meteorological Organization (WMO)

The WMO's membership expanded in 1996 to 179 states with the addition of Tonga, Monaco and Nuie, and 6 territories with the addition of

Macao. The 48th session of the Executive Council met in June 1996. The Council agreed to continue to monitor the implementation of the new policy on the exchange of meteorological data and analysis products developed by member states. The policy provides protection of key U.S. interests in the open and free exchange of meteorological and hydrological data for forecasting, research, and other noncommercial uses, and provides guidelines to protect the intellectual property rights of those who provide analyses based on such data.

Regarding another key issue, the United States received strong support for its position that the present radio frequency allocations be defended at the 1997 World Radio Conference in order to maintain the effectiveness of the global-coverage World Weather Watch.

World Trade Organization (WTO)

The World Trade Organization (WTO) is an autonomous international organization of countries and independent customs territories that adhere to a system of multilateral trade agreements covering trade in goods and services. As the legal and institutional foundation of the multilateral trading system, the WTO serves as a forum for negotiations to liberalize the trading system and progressively open markets, oversees and enforces rules for the conduct of trade relations, and provides a mechanism for settling disputes.

The WTO was formally established on January 1, 1995, as the successor to the General Agreement on Tariffs and Trade of 1947 (GATT). It encompasses the preexisting GATT structure, covering trade in goods, and extends it to trade in services and protection of intellectual property. The WTO provides specific disciplines in a number of areas, such as agriculture, textiles and trade-related investment measures. Generally, members must apply certain basic principles, such as nondiscrimination and transparency, to trade with other members.

In 1996 WTO held its first ministerial conference in Singapore December 9-13. At that conference, ministers assessed progress in implementing the Uruguay Round Agreements that brought the WTO into existence, reaffirmed their commitment to ongoing negotiations in services and to existing timetables for negotiations in such areas as agriculture, and supported a U.S. initiative for an agreement to eliminate tariffs on information technology products. Ministers also agreed to begin work on transparency in government procurement and the interaction of competition policy and investment with trade liberalization. The United States was able in 1996 to use WTO mechanisms to resolve disputes with several other WTO members, e.g., Japan (liquor taxes and sound recordings) and

Portugal (patent protection). Work continues on applications by a number of key nonmembers (including China, Taiwan, Russia) to accede to the WTO.

Appendix 1



Address by President William J. Clinton

Statement by President Clinton before the 51st regular session of the UN General Assembly on September 24, 1996.

Three years ago I had the honor of being the first American president born after the founding of the United Nations to address the General Assembly. In its 51st year, the United Nations has not yet realized all its founders' aspirations. But the ideals of the UN Charter—peace, freedom, tolerance and prosperity—now touch more people in more countries than ever before.

Now we find ourselves at a turning point in history when the blocs and barriers that long defined the world are giving way to an age of remarkable possibility—a time when more of our children and more nations will be able to live out their dreams than ever before. But this is also an age of new threats—threats from terrorists, from rogue states that support them, threats from ethnic, religious, racial and tribal hatreds, threats from international criminals and drug traffickers—all of whom will be more dangerous if they gain access to weapons of mass destruction.

The challenge before us, plainly, is twofold: to seize the new opportunities for more people to enjoy peace and freedom, security and prosperity and to move strongly and swiftly against the dangers that change has produced.

This week and in this place, we will take a giant step forward. By overwhelming global consensus, we

will make a solemn commitment to end all nuclear tests for all time.

Before entering this hall, I had the great honor to be the first leader to sign the Comprehensive Test Ban Treaty (CTBT). I did so, with some pride, with this pen, for this pen is the very one President Kennedy used to help bring the Limited Test Ban Treaty to life 33 years ago.

This Comprehensive Test Ban Treaty will help prevent the nuclear powers from developing more advanced and dangerous weapons. It will limit the ability of other states to acquire such devices themselves. It points us toward a century in which the roles and risks of nuclear weapons can be even further reduced and ultimately eliminated.

I want to thank all those who helped bring us to this day, especially the Chairman of the comprehensive test-ban negotiating committee, Netherlands Ambassador Ramaker, and the Government of Australia, which took the lead at the United Nations.

I thank the Secretary General for the remarks he made this morning in establishing the criteria and standards in support of the United Nations as the depository of the Treaty.

The signatures of the world's declared nuclear powers—the United States, China, France, Russia and the United Kingdom—along with those of

the vast majority of its nations, will immediately create an international norm against nuclear testing even before the treaty formally enters into force.

The CTBT is the shared work of hard negotiation. Some have complained that it does not mandate total nuclear disarmament by a certain date. I would say to them: "Do not forsake the benefits of this achievement by ignoring the tremendous progress we have already made toward that goal." Today there are no Russian missiles pointed at America and no American missiles pointed at Russia.

Through the START treaties we are cutting our nuclear arsenals by two thirds. Ukraine, Belarus and Kazakstan are giving up the nuclear weapons left on their land after the Soviet Union dissolved.

We are working with the newly independent states to improve security at nuclear facilities and to convert nuclear weapons to peaceful uses.

The United States and other nuclear-weapon states have embraced the South Pacific and African nuclear free zones. Now half the world's land area is nuclear free by international agreement. And the world community extended indefinitely the Treaty on the Non-Proliferation of Nuclear Weapons (NPT).

Yet some of the very changes that have made this progress possible have also created new risks. The breakup of the Soviet Union left nuclear materials dispersed throughout the newly independent states. As barriers have come down around the world the danger of nuclear smuggling has gone up. So even as we reduce global stockpiles of weapons of mass destruction, we must also reduce the danger that lethal materials could wind up in the wrong hands, while developing effective defenses for our people if that should happen.

The United States has six priority goals to further lift the threat of nuclear weapons destruction, and the threat of weapons of mass destruction, and limit their dangerous spread.

First, we must protect our people from chemical attack and make it harder for rogue states and terrorists to brandish poison gas by bringing the Chemical Weapons Convention into force as soon as possible. I thank the nations here that have ratified the Chemical Weapons Convention. I deeply regret that the U.S. Senate has not yet voted on the convention, but I want to assure you and people throughout the world that I will not let this treaty die, and we will join the ranks of nations determined to prevent the spread of chemical weapons.

Secondly, we must reduce the risk that an outlaw state or organization could build a nuclear device by negotiating a treaty to freeze the production of fissile materials for use in nuclear weapons. The Conference on Disarmament should take up this challenge immediately. The United States, Russia, France and the United Kingdom already have halted production of fissile materials for weapons. I urge other nations to end the unsafeguarded production of these materials pending completion of the treaty.

Thirdly, we must continue to reduce our nuclear arsenals. When Russia ratifies START II, President Yeltsin and I are all ready to discuss the possibilities of further cuts, as well as limiting and monitoring nuclear warheads and materials. This will help make deep reductions irreversible.

Fourthly, we must reinforce our efforts against the spread of nuclear weapons by strengthening the Treaty on the Non-Proliferation of Nuclear Weapons (NPT). We should give the International Atomic Energy Agency a stronger role and sharper tools for conducting worldwide inspections. Our law enforcement and customs officials

should cooperate more in the fight against nuclear smuggling. And I urge all nations that have not signed the NPT to do so without delay.

Fifthly, we must better protect our people from those who would use disease as a weapon of war by giving the Biological Weapons Convention the means to strengthen compliance, including on-site investigations when we believe such weapons may have been used or when suspicious outbreaks of disease occur. We should aim to complete this task by 1998.

Finally, we must end the carnage caused by anti-personnel landmines, the hidden killers that murder and maim more than 25,000 people a year. In May, I announced a series of actions the United States would take towards this goal. Today, I renew my appeal for the swift negotiation of a worldwide ban on the use, stockpiling, production and transfer of anti-personnel landmines. Our children deserve to walk this earth in safety.

Thirty-three years ago, at the height of the Cold War, President Kennedy spoke at American University in Washington. Peace was the topic of his address, but not an abstract ideal of peace. Instead, he urged us to focus on

... a more practical, attainable peace—based not on a sudden revolution in human nature but on a gradual evolution in human institutions—on a series of concrete actions and effective agreements which are in the interest of all concerned.

It was in that same speech he announced talks would shortly begin in Moscow on a comprehensive test-ban treaty.

President Kennedy's vision exceeded the possibilities of his time, but his words speak to us still. As we sign our names to the Comprehensive Nuclear Test-Ban Treaty—the long-

est-sought, hardest-fought prize in arms control history—let us summon the confidence of earlier pioneers and set our sights on the challenges of the new century.

Over the past 3 years we have moved in the right direction in meeting those challenges. In Bosnia, where the war is over and where just 10 days ago its people went to the polls in peace, we have moved in the right direction. Now we must help Bosnia build a more unified, democratic and peaceful future.

In Haiti, where the dictators are gone, democracy is back and the exodus of refugees has ended, we have moved in the right direction. Now we must help the Haitian people seize the full benefits of freedom and forge a more prosperous future. In the Middle East and in Northern Ireland, there is progress towards a lasting peace, and we are moving in the right direction. Now we must support continued progress between Israel and Palestinians, and we must broaden the circle of peace to include more of Israel's neighbors. We must help to give the children of Belfast the chance to live out normal lives.

In the fact that democracy, open markets and peace are taking hold around the world, we are moving in the right direction. Here in the Americas, every nation but one has raised freedom's flag. In Central Europe, in Russia, Ukraine and the other new independent states, the forces of reform have earned all our respect and will continue to have the support of the United States. Now we must begin to welcome Europe's new democracies into the North Atlantic Treaty Organization (NATO), strengthen NATO's partnership with Russia and build a secure and undivided Europe.

In Asia, South Korea, Japan, China and America working together persuaded North Korea to freeze its nuclear program under international

monitoring. Now, in the wake of provocative actions by North Korea, we must pursue a permanent peace for all the Korean people. Our planet is safer because of our common efforts to close Chernobyl, to address the challenges of climate change, to protect the world's forests and oceans. Now we must uphold our duty as custodians of our environment so that our children inherit an even healthier planet.

All of us must continue our historic efforts to build a better, more global trading system for the 21st century. We have made remarkable progress, but there is more to do in opening markets, in creating millions of new jobs for our people.

In this time of challenge and change, the United Nations is more important than ever before, because our world is more interdependent than ever before. Most Americans know this. Unfortunately, some Americans in their longing to be free of the world's problems, and perhaps to focus more on our own problems, ignore what the United Nations has done, ignore the benefits of cooperation. They ignore our own interdependence with all of you in charting a better future. They ignore all that the United Nations is doing to lift the lives of millions by preserving the peace, vaccinating children, caring for refugees, sharing the blessings of progress around the world. They have made it difficult for the United States to meet its obligations to the United Nations. But let me reassure all of you: the vast majority of Americans support the United Nations, not only because it reflects our ideals, but because it reinforces our interests. We must continue to work to manifest the support that our people feel. For the 51st year in a row, the United States will be the largest financial contributor to the United Nations. We are paying our dues, and I am committed to paying off our accrued obligations. However, we also support the process of reform, which

has done great work in reforming and streamlining the bureaucracy and reining in the budget, and it should continue.

We also believe that all of us—the nations of the world working together—must do more to fight terrorism. Last year I asked the nations assembled here to commit to a goal of zero tolerance for aggression, terrorism and lawless behavior. Frankly, we have not done that yet. Real zero tolerance means giving no aid and no quarter to terrorists who slaughter the innocent and drug traffickers who poison our children, and doing everything we can to prevent weapons of mass destruction from falling into the wrong hands. Real zero tolerance requires us to isolate states that refuse to play by the rules we have all accepted for civilized behavior. As long as Iraq threatens its neighbors and its people, as long as Iran supports and protects terrorists, as long as Libya refuses to give up the people who blew up Pan Am 103, they should not become full members of the family of nations.

The United States is pursuing a three-part strategy against terrorists: abroad, by working more closely than ever with like-minded nations, at home by giving our law enforcement the toughest counterterrorism tools available, and by doing all we can to make our airports and airplanes that link us all together even safer. I have requested more than \$1 billion from our Congress to meet these commitments, and we are implementing the U.S. Vice President's aviation security plan to make those traveling to, from and within the United States more secure.

There are other steps we must take together. Last year, I urged that together we crack down on money laundering and front companies, shut down gray markets for guns, explosives and false documents, open more law enforcement centers around the

world and strengthen safeguards on lethal materials. In each of these areas, we have made progress, through the United Nations, at the Summit of Peacemakers in Sharm el-Sheikh, at the Paris Terrorism Conference and individually.

Now we should adopt the declaration on crime and public security I proposed last year. It includes a no-sanctuary pledge, so that we can say with one voice to the terrorists, criminals and drug traffickers: "You have no place to run, no place to hide." I call on every member to ratify 11 international conventions that would help prevent and punish terrorism and to criminalize the use of explosives in terrorist attacks.

To every nation whose children fall prey to drugs and every nation that makes those drugs, we must do more to reduce demand and to take illegal drugs off the market and off our streets. The United States will do its part. Next week, I will target more than \$100 million worth of defense equipment, services and training to Mexico, Colombia and other South American and Caribbean countries.

These resources will help our friends stop the flow of drugs at their source. Now I ask every nation that exports the chemicals needed to make illicit drugs to create an informal group whose members will work to deny these chemicals to drug producers. We must not let more drugs darken the dawn of a new century.

Our duty to fight all these forces of destruction is directly linked to our efforts to reduce the threat of weapons of mass destruction. We all know we are not immune to this. We saw it when our friends in Japan were subject to the murderous power of a small vial of sarin gas unleashed in the Tokyo subway. We know a small lump of plutonium is enough to build a nuclear bomb. We know that more dangerous people have access to materials of mass destruction because of the rapid movement and open borders of this age. The quest to eliminate these problems from the world's arsenals and to stop them from spreading has taken on a new and powerful urgency for all of us.

So let us strengthen our determination to fight the rogue states, the terrorists and the criminals who menace our safety, our way of life and the potential of our children in the 21st century. Let us recommit ourselves to prevent them from acquiring weapons of mass destruction. Let us work harder than ever to lift the nuclear backdrop that has darkened the world's stage for too long now. Let us make these solemn tasks our common obligation, our common commitment. If we do, then together we will enter the 21st century marching towards a better, safer world—the very better, safer world the United Nations has sought to build for 51 years.

Appendix 2



Principal Organs of the United Nations

General Assembly

The General Assembly is composed of all 185 members of the United Nations. As of December 31, 1996, they are:

Member	Date of Admission	Member	Date of Admission
Afghanistan	Nov. 19, 1946	Cameroon	Sept. 20, 1960
Albania	Dec. 14, 1955	Canada	Nov. 9, 1945
Algeria	Oct. 8, 1962	Cape Verde	Sept. 16, 1975
Andorra	July 28, 1993	Central African Republic	Sept. 20, 1960
Angola	Dec. 1, 1976	Chad	Sept. 20, 1960
Antigua and Barbuda	Nov. 11, 1981	Chile	Oct. 24, 1945
Argentina	Oct. 24, 1945	China	Oct. 24, 1945
Armenia	Mar. 2, 1992	Colombia	Nov. 5, 1945
Australia	Nov. 1, 1945	Comoros	Nov. 12, 1975
Austria	Dec. 14, 1955	Congo	Sept. 20, 1960
Azerbaijan	Mar. 2, 1992	Costa Rica	Nov. 2, 1945
Bahamas	Sept. 18, 1973	Cote d'Ivoire	Sept. 20, 1960
Bahrain	Sept. 21, 1971	Croatia	May 22, 1992
Bangladesh	Sept. 17, 1974	Cuba	Oct. 24, 1945
Barbados	Dec. 9, 1966	Cyprus	Sept. 20, 1960
Belarus	Oct. 24, 1945	Czech Republic	Jan. 19, 1993
Belgium	Dec. 27, 1945	Denmark	Oct. 24, 1945
Belize	Sept. 25, 1981	Djibouti	Sept. 20, 1977
Benin	Sept. 20, 1960	Dominica	Dec. 18, 1978
Bhutan	Sept. 21, 1971	Dominican Republic	Oct. 24, 1945
Bolivia	Nov. 14, 1945	Ecuador	Dec. 21, 1945
Bosnia and Herzegovina	May 22, 1992	Egypt	Oct. 24, 1945
Botswana	Oct. 17, 1966	El Salvador	Oct. 24, 1945
Brazil	Oct. 24, 1945	Equatorial Guinea	Nov. 12, 1968
Brunei		Eritrea	May 28, 1993
Darussalam	Sept. 21, 1984	Estonia	Sept. 17, 1991
Bulgaria	Dec. 14, 1955	Ethiopia	Nov. 13, 1945
Burkina Faso	Sept. 20, 1960	Fiji	Oct. 13, 1970
Burundi	Sept. 18, 1962	Finland	Dec. 14, 1955
Cambodia	Dec. 14, 1955	France	Oct. 24, 1945

United States Participation in the United Nations

Member	Date of Admission	Member	Date of Admission
Gabon	Sept. 20, 1960	Mauritania	Oct. 27, 1961
Gambia	Sept. 21, 1965	Mauritius	Apr. 24, 1968
Georgia	July 31, 1992	Mexico	Nov. 7, 1945
Germany	Sept. 18, 1973	Micronesia	Sept. 17, 1991
Ghana	Mar. 8, 1957	Moldova	Mar. 2, 1992
Greece	Oct. 25, 1945	Monaco	May 28, 1993
Grenada	Sept. 17, 1974	Mongolia	Oct. 27, 1961
Guatemala	Nov. 21, 1945	Morocco	Nov. 12, 1956
Guinea	Dec. 12, 1958	Mozambique	Sept. 16, 1975
Guinea-Bissau	Sept. 17, 1974	Myanmar	Apr. 19, 1948
Guyana	Sept. 20, 1966	Namibia	Apr. 23, 1990
Haiti	Oct. 24, 1945	Nepal	Dec. 14, 1955
Honduras	Dec. 17, 1945	Netherlands	Dec. 10, 1945
Hungary	Dec. 14, 1955	New Zealand	Oct. 24, 1945
Iceland	Nov. 19, 1946	Nicaragua	Oct. 24, 1945
India	Oct. 30, 1945	Niger	Sept. 20, 1960
Indonesia	Sept. 28, 1950	Nigeria	Oct. 7, 1960
Iran	Oct. 24, 1945	Norway	Nov. 27, 1945
Iraq	Dec. 21, 1945	Oman	Oct. 7, 1971
Ireland	Dec. 14, 1955	Pakistan	Sept. 30, 1947
Israel	May 11, 1949	Palau	Dec. 15, 1994
Italy	Dec. 14, 1955	Panama	Nov. 13, 1945
Jamaica	Sept. 18, 1962	Papua New Guinea	Oct. 10, 1975
Japan	Dec. 18, 1956	Paraguay	Oct. 24, 1945
Jordan	Dec. 14, 1955	Peru	Oct. 31, 1945
Kazakhstan	Mar. 2, 1992	Philippines	Oct. 24, 1945
Kenya	Dec. 16, 1963	Poland	Oct. 24, 1945
Korea, Democratic People's Republic of	Sept. 17, 1991	Portugal	Dec. 14, 1955
Korea, Republic of	Sept. 17, 1991	Qatar	Sept. 21, 1971
Kuwait	May 14, 1963	Romania	Dec. 14, 1955
Kyrgyzstan	Mar. 2, 1992	Russian Federation	Oct. 24, 1945
Laos	Dec. 14, 1955	Rwanda	Sept. 18, 1962
Latvia	Sept. 17, 1991	Saint Kitts and Nevis	Sept. 23, 1983
Lebanon	Oct. 24, 1945	Saint Lucia	Sept. 18, 1979
Lesotho	Oct. 17, 1966	Saint Vincent and the Grenadines	Sept. 16, 1980
Liberia	Nov. 2, 1945	Samoa	Dec. 15, 1976
Libya	Dec. 14, 1955	San Marino	Mar. 2, 1992
Liechtenstein	Sept. 18, 1990	Sao Tome and Principe	Sept. 16, 1975
Lithuania	Sept. 17, 1991	Saudi Arabia	Oct. 24, 1945
Luxembourg	Oct. 24, 1945	Senegal	Sept. 28, 1960
Madagascar	Sept. 20, 1960	Seychelles	Sept. 21, 1976
Malawi	Dec. 1, 1964	Sierra Leone	Sept. 27, 1961
Malaysia	Sept. 17, 1957	Singapore	Sept. 21, 1965
Maldives	Sept. 21, 1965	Slovak Republic	Jan. 19, 1993
Mali	Sept. 28, 1960	Slovenia	May 22, 1992
Malta	Dec. 1, 1964		
Marshall Islands	Sept. 17, 1991		

Member	Date of Admission	Member	Date of Admission
Solomon Islands	Sept. 19, 1978	Turkey	Oct. 24, 1945
Somalia	Sept. 20, 1960	Turkmenistan	Mar. 2, 1992
South Africa	Nov. 7, 1945	Uganda	Oct. 25, 1962
Spain	Dec. 14, 1955	Ukraine	Oct. 24, 1945
Sri Lanka	Dec. 14, 1955	United Arab Emirates	Dec. 9, 1971
Sudan	Nov. 12, 1956	United Kingdom	Oct. 24, 1945
Suriname	Dec. 4, 1975	United States	Oct. 24, 1945
Swaziland	Sept. 24, 1968	Uruguay	Dec. 18, 1945
Sweden	Nov. 19, 1946	Uzbekistan	Mar. 2, 1992
Syria	Oct. 24, 1945	Vanuatu	Sept. 15, 1981
Tajikistan	Mar. 2, 1992	Venezuela	Nov. 15, 1945
Tanzania	Dec. 14, 1961	Vietnam	Sept. 7, 1977
Thailand	Dec. 16, 1946	Yemen	Sept. 30, 1947
The former Yugoslav Republic of Macedonia	Apr. 8, 1993	Yugoslavia	Oct. 24, 1945
Togo	Sept. 20, 1960	Zaire	Sept. 20, 1960
Trinidad and Tobago	Sept. 18, 1962	Zambia	Dec. 1, 1964
Tunisia	Nov. 12, 1956	Zimbabwe	Aug. 25, 1980

The 50th regular session of the General Assembly, which had been suspended December 23, 1995, held resumed sessions between February 28 and September 17. During the resumed sessions the Assembly adopted 39 resolutions and 41 decisions. The Assembly was formally closed on September 17.

The 51st regular session of the General Assembly convened September 17, 1996, and was suspended December 18, 1996.

The Assembly elected Razali Ismail (Malaysia) as President and the Chairmen of the Delegations of Andorra, Angola, Bahamas, Burundi, China, Cyprus, France, Ghana, Honduras, Latvia, Libya, Niger, Pakistan, Paraguay, Philippines, Russian Federation, Sudan, Turkey, United Arab Emirates, United Kingdom and the United States as the 21 Vice Presidents.

The Chairmen of the six Main Committees, on which each member may be represented, were:

First Committee (Disarmament and International Security)—Alyaksandr Sychou (Belarus)

Second Committee (Economic and Financial)—Arjan Hamburger (Netherlands)

Third Committee (Social, Humanitarian and Cultural)—Patricia Espinosa (Mexico)

Fourth Committee (Special Political and Decolonization)—Alounkeo Kittikhoun (Lao People's Democratic Republic)

Fifth Committee (Administrative and Budgetary)—Ngoni Francis Sengwe (Zimbabwe)

Sixth Committee (Legal)—Ramon Escovar-Salom (Venezuela)

The General Committee (steering committee) is composed of the President, the 21 Vice Presidents and the Chairmen of the 6 Main Committees of the General Assembly.

Security Council

The Security Council is composed of 5 members designated in the Charter as permanent and 10 members elected by the General Assembly for 2-year terms ending December 31 of the year given in the heading:

Permanent Members: China, France, Russian Federation, United Kingdom, United States

1996: Botswana, Germany, Honduras, Indonesia, Italy

1997: Chile, Egypt, Guinea-Bissau, Poland, Republic of Korea

On October 21 the Assembly elected Costa Rica, Japan, Kenya, Portugal and Sweden as members of the Security Council for a 2-year term of office beginning January 1, 1997.

Trusteeship Council

The Trusteeship Council is composed of the United States and the other four Permanent Members of the Security Council (China, France, Russian Federation, United Kingdom).

In 1994 the Trusteeship Council adopted an amendment to its rules of procedure stating that it will meet in the future only on request. The Council did not meet in 1996.

Economic and Social Council

ECOSOC is composed of 54 members elected by the General Assembly for 3-year terms ending December 31 of the year given in the heading:

1996: Bulgaria, Chile, Costa Rica, Egypt, France, Germany, Ghana, Greece, Indonesia, Ireland, Japan, Pakistan, Paraguay, Portugal, Senegal, Tanzania, Venezuela, Zimbabwe

1997: Australia, Belarus, Brazil, Colombia, Congo, Cote d'Ivoire, India, Jamaica, Luxembourg, Malaysia, Netherlands, Philippines, Poland, South Africa, Sudan, Thailand, Uganda, United States

1998: Argentina, Bangladesh, Canada, Central African Republic, China, Czech Republic, Finland, Gabon, Guyana, Jordan, Lebanon, Nicaragua, Romania, Russian Federation, Sweden, Togo, Tunisia, United Kingdom

On October 31 the General Assembly elected Cape Verde, Chile, Cuba, Djibouti, El Salvador, France, Gambia, Germany, Iceland, Japan, Latvia, Mexico, Mozambique, Republic of Korea, Spain, Sri Lanka, Turkey and Zambia for a 3-year term beginning on January 1, 1997.

International Court of Justice

The International Court of Justice consists of 15 members elected by the General Assembly and Security Council for 9-year terms ending February 5 of the year shown in parentheses. The judges, listed in order of precedence, are:

Mohammed Bedjaoui, Algeria (1997), President

Stephen M. Schwelb, United States (1997), Vice President

- Shigeru Oda, Japan (2003)
Gilbert Guillaume, France (2000)
Mohamed Shahabuddeen, Guyana (1997)
Christopher G. Weeramantry, Sri Lanka (2000)
Raymond Ranjeva, Madagascar (2000)
Geza Herczegh, Hungary (2003)
Shi Juyong, China (2003)
Carl-August Fleischhauer, Germany (2003)
Abdul Koroma, Sierra Leone (2003)
Vladlen S. Vereshchetin, Russian Federation (1997)
Luigi Ferran Bravo, Italy (1997)
Rosalyn Higgins, United Kingdom (2000)
Gonzalo Parra-Aranguren, Venezuela (2000)

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Appendix 3



United States Representatives

Permanent Representative and Chief of Mission to the United Nations: Madeleine K. Albright

Deputy Permanent Representative to the United Nations: Edward W. Gnehm, Jr.

Deputy Permanent Representatives to the Security Council: Edward W. Gnehm, Jr.; Karl F. Inderfurth

Representative on the Economic and Social Council: Victor S. Marrero

Alternate Representative for Special Political Affairs: Karl F. Inderfurth

Representative for UN Management and Reform: David E. Birenbaum

U.S. Representative to the European Office of the United Nations, Geneva: Daniel L. Spiegel

U.S. Representative to International Organizations, Vienna: John B. Rich III

UN General Assembly

51st regular session (New York, Sept. 17–Dec. 18)

Representatives: Madeleine K. Albright¹ (Chairman);

Edward W. Gnehm, Jr. (Vice-Chairman); Rodney D. Grams;

Claiborne Pell, Letitia Chambers

Alternates: Karl F. Inderfurth; Victor S. Marrero; James C. Hornel; Prezell R. Robinson

Subsidiary and Other Bodies

UN Scientific Committee on the Effects of Atomic Radiation

45th session (Vienna, June 17–21)

Representative: Fred A. Mettler, Jr.

Alternate: Warren K. Sinclair

Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization

21st session (New York, Feb. 21–Mar. 5)

Representative: Robert B. Rosenstock

Alternates: John Arbogast, Carolyn Willson

Committee on Conferences

Substantive session (New York, Aug. 19–23)

Advisers: Barbara Perrenault; Virginia Graham

1. The Secretary of State, Warren M. Christopher, served as chairman of the delegation, *ex officio*, during his presence at the session.

United States Participation in the United Nations

Disarmament Commission

18th substantive session (New York, Apr. 22–May 2)

Representatives: Karl F. Inderfurth; Stephen J. Ledogar

Alternate: James H. Madden

Conference on Disarmament

(Geneva, Jan. 22–Mar. 29; May 13–June 28; July 29–Sept. 13)

Representative: Stephen J. Ledogar

Deputy: James H. Madden

Committee on Information

18th session (New York, May 6–17)

Representative: Walter T. Douglas

Alternates: Graham Carson; James P. Rubin

UN Commission on International Trade Law

29th session (New York, May 28–June 14)

Representatives: Peter H. Pfund; Harold F. Burman

Alternates: Ansha Boss; George Chandler; Michael Hoellering;

Howard Holtzman; Donald Wallace

Committee on Peaceful Uses of Outer Space

39th session (Vienna, June 3–14)

Representative: Kenneth Hodgkins

Alternate: Jeffrey Maughan Maclure

Special Committee on Peacekeeping Operations

Meets intermittently in New York.

Commission on Science and Technology for Development

Did not meet in 1996.

Security Council

Representative: Madeleine K. Albright

Alternates: Edward W. Gnehm, Jr.; Karl F. Inderfurth

Trusteeship Council

Did not meet in 1996.

Economic and Social Council and Related Bodies

Organizational session (New York, Jan. 25–Feb. 9; Apr. 2; May 2–3)

Substantive session (New York, June 7–July 26)

Representative: Victor S. Marrero

Alternates: Jane E. Becker; John Hope; Melinda L. Kimble; Leslie S. Lebl

Functional Commissions

Commission on Crime Prevention and Criminal Justice

5th session (Vienna, May 21–31)

Representative: Jonathan Winer

Alternates: John B. Ritch III; Robert Sims

Commission on Human Rights

52nd session (Geneva, Mar. 18–Apr. 26)

Representative: Geraldine A. Ferraro

Alternate: Daniel L. Spiegel

Commission on Narcotic Drugs

39th session (Vienna, Apr. 15-26)

Representative: Robert S. Gelbard

Alternates: June E. Becker; John B. Ritch III

Commission on Population and Development

29th session (New York, Feb. 26-Mar. 1)

Representative: Victor S. Marrero

Alternate: Richard M. Cornelius

Commission for Social Development

Special session (New York, May 21-31)

Representative: Victor S. Marrero

Statistical Commission

Did not meet in 1996.

Commission on the Status of Women

40th session (New York, Mar. 11-22)

Representative: Linda Tarr-Whelan

Alternates: Melinda L. Kumble; Victor S. Marrero

Commission on Sustainable Development

4th session (New York, Apr. 18-May 3)

Representatives: Mark G. Hambley; Timothy E. Wirth

Alternates: Eileen Claassen; R. Tucker Scully

Regional Economic Commissions

Economic and Social Commission for Asia and the Pacific

52nd session (Bangkok, Apr. 17-24)

Representative: William H. Itoh

Alternate: David R. Moran

Economic Commission for Europe

51st plenary session (Geneva, Apr. 15-19)

Representative: Daniel L. Spiegel

Alternates: William R. Falkner; Kristie A. Kenney

Economic Commission for Latin America and the Caribbean

26th session (San Jose, Costa Rica, Apr. 15-20)

Representatives: Edward A. Casey; Peter de Vos

Alternate: Todd A. Kushner

Standing Committees

Commission on Human Settlements

Did not meet in 1996.

Committee on Natural Resources

3rd session (New York, May 6-17)

The United States was not a member in 1996.

Committee on Non-Governmental Organizations

Resumed session (New York, Jan. 29-Feb. 2)

Representative: Lucy Tamlyn

Alternate: Daniel Stoll

Regular session, Part I (May 13-17) Part II (Aug. 26-30)

Representative: Seth Winnick

Alternate: Lucy Tamlyn

Committee for Program and Coordination

36th session (New York, June 3-28)

Representative: Victor S. Marrero

Alternates: H. Donald Gelber, Linda Shenwick

Related Subsidiary Bodies

UN Children's Fund

Executive Board, annual session (New York, June 17-21)

Representative: Marion Wright Edelman

Alternate: Victor S. Marrero

UN Development Program

Executive Board, annual session (Geneva, May 6-17)

Representative: Ralph Bresler

UN Environment Program

Governing Council did not meet in 1996.

Office of the UN High Commissioner for Refugees

Executive Committee, 47th session (Geneva, Oct. 7-11)

Representative: Phyllis E. Oakley

Alternate: Daniel L. Spiegel

UN Conference on Trade and Development

Conference, UNCTAD IX (Midrand, South Africa, Apr. 26-May 11)

Representative: Melinda L. Kumble

Alternates: Daniel L. Spiegel; Kevin J. McGuire; Jon Rosenbaum

Specialized Agencies and Other Bodies

Food and Agriculture Organization (FAO)

Conference did not meet in 1996.

International Atomic Energy Agency (IAEA)

General Conference, 40th session (Vienna, Sept. 16-20)

Representative: John B. Ratch III

International Civil Aviation Organization (ICAO)

Assembly did not meet in 1996.

International Fund for Agricultural Development (IFAD)

Governing Council, 19th session (Rome, Jan. 17-19)

Representative: Thomas Forbord

Alternate: William Baucom

International Labor Organization (ILO)

Conference, 83rd session (Geneva, June 4-20)

U.S. Government Representative: Robert B. Reich

Government Delegates: Joaquin F. Otero; Gare A. Smith

Alternates: David A. Peterson; Daniel L. Spiegel

34th session (Geneva, Oct. 8-22)

Government Delegate: Joan B. Yim

International Maritime Organization (IMO)

Assembly did not meet in 1996.

International Monetary Fund (IMF)

U.S. Governor: Robert E. Rubin

Alternate: Alan Greenspan

International Telecommunication Union (ITU)

Plenipotentiary Conference did not meet in 1996.

UN Educational, Scientific and Cultural Organization (UNESCO)
General Conference did not meet in 1996.

UN Industrial Development Organization (UNIDO)
General Conference did not meet in 1996.

Universal Postal Union (UPU)
Universal Postal Congress did not meet in 1996.

World Bank Group

International Bank for Reconstruction and Development (IBRD)

U.S. Governor: Robert E. Rubin

Alternate: Joan E. Spero

U.S. Executive Director: Jan Percy

Alternate: Michael Marek

International Development Association (IDA)

The U.S. Governor, Executive Director and alternates
were the same as those of the IBRD.

International Finance Corporation (IFC)

The U.S. Governor, Executive Director and alternates
were the same as those of the IBRD.

World Health Organization (WHO)

49th World Health Assembly (Geneva, May 20-25)

Delegates: Donna E. Shalala, Jo Ivey Boufford, Daniel L. Spiegel

Alternates: Neil A. Boyer, Nils Dauhaug, Linda Vogel

World Intellectual Property Organization (WIPO)

General Assembly did not meet in 1996.

World Meteorological Organization (WMO)

Congress did not meet in 1996.

World Trade Organization (WTO)

1st Ministerial Conference (Singapore, Dec. 9-13)

Representative: Charlene Barshefsky

Alternates: Richard Rominger, Jeffrey Lang

**U.S. Permanent Representatives to the United Nations from
1946 to 1996**

Edward R. Stettinius, Jr. (March 1946-June 1946)

Herschel V. Johnson (acting) (June 1946-January 1947)

Warren R. Austin (January 1947-January 1953)

Henry Cabot Lodge, Jr. (January 1953-September 1960)

James J. Wadsworth (September 1960-January 1961)

Adlai E. Stevenson (January 1961-July 1965)

Arthur J. Goldberg (July 1965-June 1968)

George W. Ball (June 1968-September 1968)

James Russell Wiggins (October 1968-January 1969)

Charles W. Yost (January 1969-February 1971)

George Bush (February 1971-January 1973)

John P. Scali (February 1973-June 1975)

United States Participation in the United Nations

Daniel P. Moynihan (June 1975–February 1976)
William W. Scranton (March 1976–January 1977)
Andrew Young (January 1977–April 1979)
Donald McHenry (April 1979–January 1981)
Jeane J. Kirkpatrick (February 1981–April 1985)
Vernon Walters (May 1985–January 1989)
Thomas R. Pickering (March 1989–May 1992)
Edward J. Perkins (May 1992–January 1993)
Madeleine K. Albright (February 1993 –)

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